



## Local welfare systems supporting female employment in Aalborg

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*Publication date:*  
2014

*Document Version*  
Early version, also known as pre-print

[Link to publication from Aalborg University](#)

*Citation for published version (APA):*

Halkjær, J. L., Jensen, P. H., & Kongshøj, K. (2014). *Local welfare systems supporting female employment in Aalborg*. FLOWS WORKING PAPER SERIES No. 38

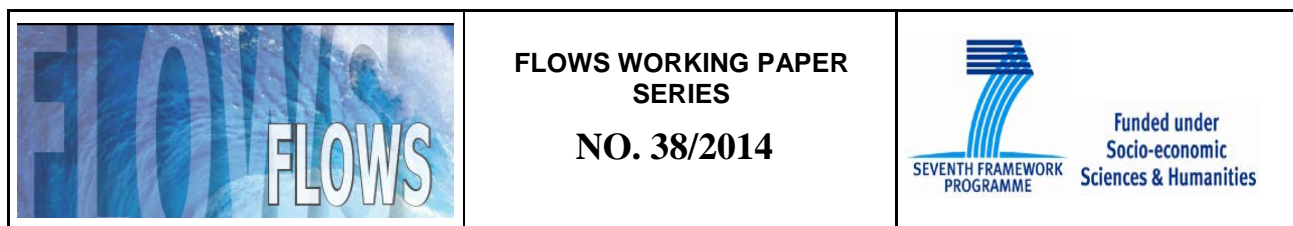
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Jon L. Halkjær, Per H. Jensen and Kristian  
Kongshøj

## **Local welfare systems supporting female employment in Aalborg**

**FLows: Impact of local welfare systems on female  
labour force participation and social cohesion**

FLOWS Working Paper

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Aalborg 2014

ISSN 2246-4840

## **About the FLOWS project:**

The FLOWS project has been funded under the EU FP7 program, grant Agreement no: 266806. The project started January 1 2011 and ended April 30 2014.

The FLOWS project analyses the causes and effects of women's labour market integration, which is an issue that represents a major challenge for the European Union and its member states, and is supposedly also a precondition for the sustainability of the European social model. The overall aim is to analyse (1) how local welfare systems support women's labour market participation, as well as (2) the extent to which (and under which conditions) female labour market integration has contributed to the strengthening social cohesion. The project focuses on how public and private welfare services such as care and lifelong learning intended to support women's labour market integration have been designed; on how women of different classes, qualifications, ethnicities, and geographical locations have grasped and made use of such policies, and on how the increase in women's labour market integration has affected structures of inequality and social cohesion.

The study is based on in-depth analysis of eleven cities, i.e. one city in eleven different countries. The cities/countries are: Brno/Czech Republic, Aalborg/Denmark, Tartu/Estonia, Jyväskylä/Finland, Nantes/France, Hamburg/Germany, Székesfehérvár/Hungary, Dublin/Ireland, Bologna/Italy, Terrassa/Spain, and Leeds/UK.

The FLOWS project is composed by 6 academic work packages:

- WP 1: Degree and structures of women's labour market integration
- WP 2: Local production systems
- WP 3: The local welfare system
- WP 4: Local policy formation/local political actors
- WP 5: Survey questionnaire
- WP 6: Women's decision making
- WP 7: Social structures: cohesion or cleavages and segregation

This working paper series reports work conducted in the seven work packages.



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## 1. Local policies towards childcare in the city

### Social rights towards childcare

In Denmark a national “care guarantee” has been in force since 2004, meaning that all children above the age of 26 weeks have a right to receive an appropriate form of formal care. To clarify there are overall two different day care offers; public-or private day care institutions and public-or private child minding. If the individual municipality cannot comply with the 26 weeks rule, the parents have a right to receive care in another municipality or to receive private care. They also have a right to choose private care in private institutions or by private child minders if they want to. Both types of private care are subsidized by the municipality, and the level of this subsidy is a local decision within some narrow boundaries<sup>1</sup> (FOA 2009). It is also decided by the individual municipality if it wants to offer a possibility of subsidies for care by the parents themselves<sup>2</sup>. Often, the subsidies for private day care and care by parents themselves are simply at the same level. Care by parents is not subsidized in Aalborg. However, the subsidy is available for paid childcare in own home by a child minder.

The provision of childcare is in other words somewhat of a hybrid between what has been called the „universal“ and „market“ model of early childhood care (Naumann, 2011: 3-5). Parents“ need for extra-familial childcare is guaranteed as a right for every child and as will become evident later, it is largely funded via general tax contributions. This is consistent with the de-familialization tendency of the Nordic welfare regimes (Esping-Andersen, 1999). On the other hand the traits introduced in 1998 with private for-profit child minding and in 2005 by allowing private for-profit day care institutions, is more in line with the market model, with the parents as purchasers and private providers. However, the funding still largely comes from the public via general tax contributions. Moreover, despite the largely universal character of rights for- and funding of early childhood care, there are levels of incomes related and family related means-testing in the early childhood care through the „free place subsidy“, explained further in section 6.

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<sup>1</sup> The lower limit is that it must be at least 75% of the cheapest net expense per child in public options in the municipality. The upper limit is that parents must pay at least 25% of the expenses in the individual private institution. In Aalborg, this means that the grant or subsidy for private care has a ceiling of 682 EUR/month for children 0-2 years, and 402 EUR for children age 3-5 years (2011). In addition, a newer scheme from 2007 allows for the use of private day care without any upper or lower limits for subsidies, but this is not in use in Aalborg (and as of 2008, no municipality had yet decided to allow use of this possibility). These boundaries do not apply to care in private after school centers. They get a nationally defined subsidy regulated annually by the Finance Act. In 2011, the subsidy per pupil in private after school centre was 1433 EUR/year.

<sup>2</sup> This subsidy cannot be higher than 85% of the operating expense for children in formal care.

The access to public care is subject to a charge decided by the municipalities, but it cannot be higher than 25% of the net expense per child within each form of care<sup>3</sup>. Aalborg, like 2/3 of all municipalities, has placed the charge at this level. This charge is on the other hand subject to a nationally defined free place subsidy. As mentioned earlier this subsidy is graduated according to income and familial type<sup>4</sup>. The structure of the free place subsidy will be elaborated on further in section 6.

In addition, a “sibling subsidy” is in force at the national level<sup>5</sup>. In short, the municipality decides the charge (but no higher than 25% of the expense per child in each form of care), and the charge is graduated by national regulation according to income and the number of children<sup>6</sup>. An exception applies to care in after school centers (but not traditional after school care; see the distinction between these explained later), where there is no ceiling on parental charge, so here the municipality is completely free to decide how large a share of the costs the parents are to pay. In appendix 1 you will find a comparison of Aalborg with the national level when it comes to the charge paid by the parents before the free place subsidy has been deducted<sup>7</sup>. In summary, when we look at the various forms of public care available for children in different age groups, Aalborg is roughly at the same level as other municipalities in average when we look at the care possibilities for pre-school children. However, when we look at the after-school centres, Aalborg is cheaper. For example, the charge for children age 10-13 years is only 46.9% of the national average, while it is 90.2% of the average for children age 6-9 years. For some forms of care, no numbers are provided for Aalborg, but this simply means that the municipality has decided not to supply these forms of care in Aalborg.

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<sup>3</sup> Total parental charge may in some cases be higher than 25%, since municipalities may decide that “operating costs” does not include lunch, if the municipality has a lunch scheme for institutions. The municipality is free to decide whether parents are to finance such a lunch scheme in addition to the 25%-ceiling, but parental financing including the lunch scheme must not exceed 30%. In day care the ceiling remains at 25%.

<sup>4</sup> In 2011, you paid the full charge (as it is defined locally to a maximum of 25% of expenses per child) if the combined income of the parents was above 63200 EUR, while care was completely free below 20300 EUR/year. At income levels between these your “free place subsidy” varies from 1-95% of the locally defined charge.

<sup>5</sup> This subsidy dictates that if you have more than one child in any kind of formal care, you only have to pay 50% of the charge you pay for the first child.

<sup>6</sup> If we use as an example a family with two children and an income at 40700 EUR (exactly the middle of the income scale mentioned in note 1), the charge for the first child is maximum 12,5% of the local expense per child ( a “free place subsidy” at 50% of the maximum 25%), while the charge for the second child cannot be higher than 6,25% of the municipalitys expense within this form of care (a “sibling subsidy” at 50% of the charge for the first child)

<sup>7</sup> The amounts in the table are equal to the charge paid if you are entitled to none of the two subsidies (ie. the charge for the first child with an income above 63200 EUR in 2010). It should be noted that in this table the free place subsidy has not been deducted. This has been done in appendix 2.

## Leave for childcare

The parents have a right to 52 weeks of paid leave (mother and father combined), but the maximum can be no more than 112 weeks if you include unpaid leave. The leave is divided into maternity leave (immediately after birth) and parental leave. Regarding the maternity leave, there are some differences between mother and father, and the duration for women is longer<sup>8</sup> (Ministry of Employment 2011). These 52 weeks of paid leave for both parents combined means that the right to receive formal care after 26 weeks mentioned previously is placed within the duration of paid leave, and parents have a strong incentive to make sure that at least one parent has a leave of minimum 26 weeks after birth. Special rules apply to students. They simply get extra time on student allowance, and they do not have an obligation to attend education during this extra time<sup>9</sup>. If you are completely without connection to the labor market or the public system, i.e. as a stay-at-home housewife without independent income, you do not have the right to maternal or parental leave.

Regarding the generosity of the leave, it is possible to distinguish between three situations: 1) Employed with full pay (same as your normal wage): Most employed have the right to full pay, as most collective agreements ensure this. 2) Employed or unemployed with the right to maternity leave benefit: As an employed your leave pay or benefit is calculated according to your hourly pay and your weekly hours, with a ceiling currently at some 510 EUR/week. If you are an unemployed with the right to receive unemployment benefit, you also have the right to receive maternity benefit. 3) Unemployed without the right to maternity leave benefit: If you are unemployed and not on unemployment benefits (but on social assistance or start help) you simply have the right to continue receiving this benefit in the same time period as everybody else, but you are of course not subject to the normal availability requirements (job seeking, etc.) or activation requirements during the leave period. As mentioned before, students simply continue on student allowance.

It is possible to lose your job during maternity leave, but the workplace needs to be able to prove that the employee was not fired because of the maternity leave. The penalty is pay compensation. In practice, this can be very hard to prove. For example, in a recent case, the court ruled that a

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<sup>8</sup> Women have a right of four weeks of paid maternity leave before birth, and 14 weeks after. Men have a right to two weeks of paid leave to spend within the first 14 weeks after birth. Regarding the parental leave, both woman and man each have a right to 32 weeks of leave to distribute between themselves as they see fit. This has to be held within 46 weeks after birth, but 8 to 13 weeks can be postponed by just one of the parents until the child is 9 years of age. Of this total of 64 weeks (2 x 32) of self-determined leave, only 32 weeks are paid. It is possible for both to get an extension of 8 or 14 weeks (depending on whether you are unemployed or unemployed), but none of these are paid. In total, this is 112 weeks, 52 of which are paid.

<sup>9</sup> Mothers get 12 months of student allowance extra, and fathers 6 months.

company had violated the non-discrimination act even when it used a falling turnover as a reason to fire an employee on maternity leave. The court based its decision on the fact that the company might just as well have fired male colleagues with the same job responsibilities, and therefore the company could not prove that the maternity leave did not play a role in its decision.

## Expenditure on childcare

The municipality of Aalborg spent 14.8% of its total budget in 2010 on various forms of childcare services, which is a level of expenditure very close to the national average of 14.6% (Statistics Denmark, 2011). However, when we look at the expenditure per child and per inhabitant for these forms of care in the table below, some significant differences appear. Total spending is higher in Aalborg per child (+ 16%) and per inhabitant (+ 6%). Differences are even more pronounced when we look at the individual forms of care, with Aalborg spending more per child and per inhabitant for almost all forms of care, the exception being the so called age integrated institutions, where Aalborg spends much less. Differences in spending between individual forms of public care are to a large extent simply a reflection of the local mix in public care. As we shall see later, a much smaller share of the children in Aalborg are enrolled in age integrated institutions, and the coverage of other forms of care is consequently higher.

**Table X1: Expenditure per child and per inhabitant for various forms of care (2010)**

*Source: Statistics Denmark*

	Expenditure per child in relevant age group <sup>10</sup> (EUR)			Expenditure per inhabitant (EUR)		
	Denmark	Aalborg	Index	Denmark	Aalborg	Index
Day care	4607	6404	139	162	220	136
Nursery	1181	1034	88	41	36	86
Kindergarten	4309	8149	189	153	271	177
Age integrated care	5502	1650	30	389	112	29
After school care	103			16		0
After school centre	1269	1882	148	203	270	133
Specialized forms of childcare*	2253	3186	141	493	637	129
<b>Total**</b>	<b>6955</b>	<b>8158</b>	<b>116</b>	<b>1521</b>	<b>1632</b>	<b>106</b>

\* Foster families, secure childcare centers, preventive measures, 24-hour care centre, Special care centers and clubs.

<sup>10</sup> Relevant age defined as: Day care: 0-2 years; Nursery: 0-2 years; Kindergarten: 3-5 years; Age integrated care: 0-5 years; After school care: 5-17 years; After school centre: 5-17 years; Specialized forms of childcare: 0-17 years; Total: 0-17 years

\*\*\*"Total" also includes some miscellaneous running costs used for all forms of care, therefore "total" is not completely equal to all forms of care added together in this table.

Even though state grants and subsidies play a significant role in the overall municipal economy, direct subsidies for childcare are not very prominent. In 2010, Aalborg only received subsidies towards what has been labeled as "specialized forms of care" above, and this only accounted for 4.1% of the expenses for this category of child care in Aalborg. At the national level, the state subsidy accounted for 2.7% of the expenses of all municipalities towards specialized care.

### City level political atmosphere

The mandate and responsibility of the municipality regarding child care is spelled out in the Day Care Facilities Act of 2011. As mentioned earlier, this law stipulates that the child has the right to be placed by the municipality in an age appropriate<sup>11</sup> day care facility after the age of six months. Furthermore, the waiting period from when the parents sign up for child care until an appropriate position is found must not exceed four weeks. Again to specify, day care offers can take two forms in Aalborg under the Day Care Facilities act. The child can attend a day care institution of either public or private character and of varying size. The child can also be cared for in a child minders own home; and after a free choice was extended, the provision can be by child minders directly employed by the municipality or privately. Both the private and public providers are regulated by the municipality. The private providers however, are not subject to quite the same regulations regarding working conditions and cannot be assigned a child by the municipality.

Under the legislation on child care an important task for the municipality is to ensure the existence of free choice between these different kinds of providers. Research into these New Public Management inspired free choice innovations of the welfare services has however indicated that it was not a policy demanded by the citizens in general, but a political decision at the national level intended to strengthen the quality of the welfare services (Bjørnholt et al., 2008). The local municipalities were then obligated by law to ensure an opportunity of choosing between different offers. Service provision offers which can then be adapted to the different needs and wishes of the services consumers while simultaneously increasing provision effectiveness. Specifically in relation to day care facilities the free choice of provider was legalized in 1998 in terms of an opportunity to

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<sup>11</sup> With children of the same age and developmental status.

choose between public and for-profit child minding and in 2005 between public and for-profit “day care institutions” (Day Care Facilities Act, 2011: §19, §21 & §28).

Despite these institutional guidelines establishing the legal framework for the advent of private for-profit day care institutions, the take up in Aalborg has been virtually non-existent as is evident in Table X2. Qualitative studies conducted as part of WP4 showed what could be termed as a disregard from local politicians for this low take up. The local politicians do not wish to pursue an agenda of establishing private institutions more than the legal framework necessitates. The law stipulates that if a private day care institution can pass and accept the requirement put up by the municipality to the public institutions as well as the general law on the area, the private institution has the right to be accepted as a service provider (Day Care Facilities Act, 2011 §20). The municipality can revoke the authorization if the legal requirements are revoked. Besides accepting these general requirements the local politicians in control of the local government have not wished to pursue the privatisation in this field any further.

Turning to the private versus public child minders, the municipality of Aalborg saw an increase of 45% in the number of parents choosing the private child minders as an alternative to public choice from 2007 to 2009 (The Future of Day Care in Aalborg, 2009: 16). However, the Social Democratic councillor of the Family and Employment Administration and of the Social Committee, who is the political head of the childcare in Aalborg acknowledged in the analysis for WP4 that this development was more a product of national aspirations for more free choice in social services, than in line with local aspirations. Furthermore, in an interview with the administrative head of the Family and Employment Administration, the administrative leader said that *“It's a must that [the municipality] should provide grants if there is someone who wants to set up an offer, but it does not change the attitude here, if you go to the councillor here, she is fervently opposed to the private child minding”*. This opposition stems from the fact that private child minders are not subject to the same regulations and requirements as the public child minders.

The political atmosphere is in other words characterized by an acceptance of the free choice possibilities outlined in the Day Care Facilities act, but a privatisation agenda in this service field is not being actively pursued in Aalborg. The qualitative studies conducted in the WP4 furthermore showed, that on the local political level the Barcelona targets have not played a factor in the planning of the childcare policies. There was, however, a common understanding among all

stakeholders interviewed that an extensive and universal childcare policy positively supports female labour market participation.

## 1.2 The use of formal childcare services

In table X2 and X3, the coverage of different forms of care is displayed across age groups. The forms of care included have the following traits:

- Day care: Usually children below three years are taken care of within the child minders home. The child minder cannot take care of more than five children, but up to 10 children are allowed if two or more child minders are present. Day care is usually municipal (the child minder is approved, paid and hired by the municipality), but private child minders, who have entered into an agreement with the municipality, can be found as well.
- Nursery: Typically for children below three years of age, but the municipality defines the age limit. Nurseries can be municipal, independent/self-owned (entered into agreement with the municipality) as well as private (outside of the municipal system). There is no formal requirement that municipalities must supply nursery care, and especially in sparsely populated areas day care is often the only option.
- Kindergarten: Typically from the age of three to school age. Kindergartens can also be either municipal, independent (by municipal agreement) or private.
- Age integrated institution: Usually for all children below school age, age integrated institutions cover the forms of care mentioned above. In practice, it often means that nursery and kindergarten can be found within the same institution, and children are divided according to age in most daily activities.
- After-school care: Naturally, this option covers school-age children. In the table below, what might be differentiated as after school centers and traditional after school care has been combined. The differences between the two are mainly administrative. After school centres are connected to individual schools, and the school headmaster is also the ultimate head of the after school centre. After school care has its own parent board, while the parent board of the school has authority of any connected after school centre. There is also a major difference between the two when it comes to the charge paid by parents. As



explained before, the individual municipality is free to define the level of the parental

charge paid by parents in after school centers. The opening hours of these institutions are typically from 7 A.M. to 8 A.M. and then again from 11. A.M. to 5 P.M.

The use of formal childcare for pre-school children appears to be very close to covering all those with the right for formal care, which as mentioned before is 100% after 26 weeks of age. In Aalborg, 68.8% of all children aged 0-2 years are in some kind of formal care, the vast majority in day care (52.5%). At the national level 67.3% of all children are in formal care. We cannot tell from the data exactly how large a share of children below 26 weeks make up of all children in the age group, but, considering that children have the right to formal care 75% of the time of their first two years, a coverage of 67-68% appears quite high. This point will be elaborated further on in section 3 Age integrated care plays a much larger role nationally, where 28.6% are enlisted here compared to only 8.3% in Aalborg.

Turning to children in the age group of 3-5 years, the right to care now applies to 100% of all children. The use of formal care is almost at this level, with 97% of children in Aalborg and 97.5% of children nationally in formal care. In Aalborg, most of these are in kindergarten, but at the national level age integrated care is more prominent than kindergarten. In addition, 9.3% of the children in Aalborg and 6.5% of the children nationally are enrolled in after-school centres. The mandatory school age in Denmark is six years, but it is possible to begin a year earlier or later depending on an assessment of maturity made by pedagogues at the pre-school institutions in cooperation with the parents.

Most school children make use of formal after-school care, but the coverage is not nearly as high as for pre-school children. In the age group of 6-12 years, 69.2% of the children in Aalborg and 62.7% at the national level can be found in after-school care.

**Table X2: Children 0-12 years in childcare in Aalborg, 2010**

Source: Statistics Denmark

	0-2 years		3- mandatory school age (specify)		mandatory school age (specify) – 12 years	
Number of children in each age group (abs. and % of the population in the city)						
Forms of care	abs	% of the age group	abs	% of the age group	abs	% of the age group
<b><u>Formal care</u></b>						
<i>Forms of formal care</i>						
Day care	3566	52.5	16	0,2	0	0
Nursery	402	5.9	1	0,0	0	0
Pre-school	128	1.9	4560	69.4	72	0.5
Age-integrated	564	8.3	1184	18.0	15	0.1
After-school	13	0.2	609	9.3	10182	69.2
<i>Full-time vs. part-time formal care<sup>12</sup></i>						
- full-time (30 hours or more a week)						
- part-time (up to 29 hours a week)						
- average weekly attendance hours (if available)		---		---		---
<i>Use of formal care services (welfare mix)</i>						
- public services	4545	66.9	5684	86.6	9300	63.2
- for-profit services	65	1,0	173	2,6	0	0,0
- non-profit services	63	0,9	513	7,8	969	6,6
<b><u>Other forms of care</u></b>						
- childcare by a professional minder at the child's home or at the childminder's home						
- informal care (by grandparents, other household members, relatives, friends, neighbours) (paid or unpaid)						
<i>Full-time vs. part-time other forms of care</i>						
- full-time						
- part-time						
- average weekly hours (if available)		---		---		---
<b><u>Children taken care by their parents</u></b>						
- Care by mother						
- Care by father						
- Care shared by both parents						

**Table X3: Children 0-12 years in childcare in Denmark, 2010**

Source: Statistics Denmark

	0-2 years		3- mandatory school age (specify)		mandatory school age (specify) – 12 years	
Number of children in each age group (abs. and % of the population in the city)						
Forms of care	abs	% of the age group	abs	% of the age group	abs	% of the age group
<b><u>Formal care</u></b>						
<i>Forms of formal care</i>						
Day care	59732	30.7	626	0.3	0	0
Nursery	11656	6.0	100	0.1	0	0
Pre-school	4062	2.1	77046	39.1	1174	0.3
Age-integrated	55641	28.6	101344	51.5	12675	2.7
After-school*	86	0.0	12800	6.5	291902	62.7
<i>Full-time vs. part-time formal care<sup>13</sup></i>						
- full-time (30 hours or more a week)						
- part-time (up to 29 hours a week)						
- average weekly attendance hours (if available)		---		---		---
<i>Use of formal care services (welfare mix)</i>						
- public services	115452	59.3	149296	75.8	255096	54.8
- for-profit services	2761	1.4	6757	3.4	1487	0.3
- non-profit services	12964	6.7	35863	18.2	49168	10.6
<b><u>Other forms of care</u></b>						
- childcare by a professional minder at the child's home or at the childminder's home						
- informal care (by grandparents, other household members, relatives, friends, neighbours) (paid or unpaid)						
<i>Full-time vs. part-time other forms of care</i>						
- full-time						
- part-time						
- average weekly hours (if available)		---		---		---
<b><u>Children taken care by their parents</u></b>						
- Care by mother						
- Care by father						
- Care shared by both parents						

\* After-school care here also includes 2600 children in so-called all-day school (school education and after school care combined). This is not in use in Aalborg.

## Utilization of maternity leave for childcare

Table X4 shows the use of maternity leave in Denmark. As mentioned before, all parents, excluding stay-at-home mothers and early retirees have to right to take maternity and parental leave. Examining children born

in 2009, we see that 82.1% of all mothers (mother only + both parents) and 61% of all fathers (father only + both parents) used this right. Gender differences are even more marked when examining those cases where only parent took maternity leave. As displayed below, only 7.3% of children born in 2009 experienced a father alone on maternity leave, while 28.4% of the mothers were alone on maternity leave. Furthermore, the gender difference here has grown more pronounced in later years.

**Table X4: Utilization of maternity leave by gender**

*Source: Statistics Denmark*

Birth year	2003	2004	2005	2006	2007	2008	2009
Mother only	26.6	27.4	25.3	26.3	26.1	25.9	28.4
Father only	8.0	8.0	9.0	8.1	8.1	7.9	7.3
Both parents	52.6	51.9	54.2	54.0	55.2	56.2	53.7
No leave by any parent*	12.7	12.6	11.5	11.6	10.6	10.0	10.6

\* No leave includes all parents who have not been paid allowance for childcare, so this not only covers stay-at-home mothers (or fathers) outside the labor market, but also students, since they simply get extra time on student allowance.

## 1.3 Informal childcare

In the matter of informal care by elderly relatives, other relatives, neighbours or friends very little is known, indicating that shifting childcare responsibility onto relatives or friends is not on the political agenda and certainly not institutionalised in the legally administrative framework for childcare.

As mentioned earlier looking to table X2 however can give us a good indicator of the extent of possible informal childcare. According to this 68.5% of 0-2 year olds are in some form of formal care. That leaves us with 21.5% unaccounted for by the official statistics. However, two factors points away from these children being placed in informal care. First of all, as mentioned earlier children have the right to formal childcare before the age of 26 weeks. If the demographic distribution is normal within the age distribution from 0-2, that means that roughly 25% of the children should be 26 weeks or younger. This explains much of the large proportion of children outside of formal care.

The next factor pointing away from informal care is, as accounted for earlier, the extensive and generous leave arrangement for parents. Women have a right of four weeks of paid maternity leave before birth, and 14 weeks after. Men have a right to two weeks of paid leave to spend within the first 14 weeks after birth. Regarding the parental leave, both woman and man each have a right to 32 weeks of leave to distribute between themselves as they see fit, where only 32 weeks are paid. In total this is 52 weeks of paid childcare leave. Considering with this the high take up of these leave

arrangements, this would indicate that a very large proportion of the children not accounted for by the official statistics are not placed in informal care but instead being cared for by a parent on parental leave.

With the above being said, there might be some problems regarding parent(s) working irregular hours having their children minded for in public or private institutions. Their situation will be dealt with in section 6.

Moving on to the age group spanning from the age of 3 to mandatory school age in table X2 we see that almost 97% are in some form of formal care. Informal care is therefore roughly non-existent in this age group.

## **1.4 Local welfare mix in childcare**

Looking again at table X2 and X3, we see that the welfare mix in childcare is more dependent on public care in Aalborg than at the national level, but both in Aalborg and the national level, public care is by far the predominant option. The largest differences between Aalborg and the national level seem to be found among children from three to five years. In Aalborg, 86.6% of the children are enrolled in public care, while it is only 75.8% nationally in this age group. This is countered by a higher percentage in independent or self-owned care at the national level (18.2% vs. 7.8%). If we look solely at the percentage in private care, there most significant difference is among 0-2 year olds. Nationally, 6.2% of this age group is in private care while it is only 0.9% in Aalborg.

Private day care is chosen directly by the parents themselves, and they have to enter into agreement with the private institution directly. It should be noted that one exception applies to institutions under a new section in the day care law from 2007. Any institutions here have to enter into agreement with the municipality directly. This form of private day care distinguishes itself by not having any upper or lower limit for municipal subsidy or parental charge. This option is currently not in use in Aalborg, however, and a report from 2008 found that it had not yet been allowed by any municipalities (FOA 2008)

Public subsidies for both public and private day care have previously been covered in the first section about social rights. Apart from that, there are no vouchers or tax deductions for care options.

### **Paid child minders in private households**

There are two general ways in which families employ child minders to take care of children within their own homes. One is by taking on an au pair, the other is by hiring a typically younger person between educations for childcare. Au pairs are not entitled to public subsidy since the au pair is not granted a Danish work permit, but only a residence permit. On the other hand, parents are entitled to the locally defined private subsidy mentioned earlier, which can also be used for employed care in own home by child minders with a Danish work permit<sup>14</sup>.

Most migrant child minders are au pairs (Jensen 2011). In later years, there has been a lot of focus on misuse of the scheme by especially wealthier families as a system for cheap migrant labor, in spite of the formal idea of the au pair scheme as a way to promote cultural exchange and development of professional skills of the au pair within Danish families. Work conditions are generally poor, their average hourly wage was 5.6 EUR in 2008, less than half of the Danish minimum wage (Stenum 2008).

The use of the au pair scheme has seen a dramatic increase within the last 10-15 years, from less than 500 residence permits per year to 2500-3000 permits in later years. This increase has been accompanied by a decrease in national diversity. In 2000, 78% of all permits were granted to women from the Philippines, while they only made up 10% in 2009. Still, within the frame of overall childcare, this plays a minor role compared the coverage of the different forms of formal care. Furthermore, not all of these are engaged in childcare full time (and some maybe not all), since au pairs can engage in all kinds of domestic chores.

The other option typically covers students, aged 17 to 28 years, who are between educations and are hired as child minders by individual families. This child minder must be either a Danish Citizen or hold a citizenship within the European Economic Area. Formal education is not a requirement. As opposed to the au pair, the child minder is entitled to full (and taxable) pay, as well as board and

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<sup>14</sup> As mentioned previously, this means that the grant or subsidy for private care has a ceiling of 682 EUR/month for children 0-2 years, and 402 EUR for children age 3-5 years in Aalborg (2011).

lodging if they also live within the home. On the other hand, the child minder is for example not covered by any minimum wage standards, since they are not part of the collective labor market agreements that regulate wages. Such conditions must be settled in the required work contract with the family. Unfortunately the Bureau of Statistics Denmark do not have any records showing the extent of this practice. However, their general assessment is that the scheme is not widely used.

## **1.5 Quality of childcare services**

There are no statutory minimum standards in Denmark when it comes to the child-staff ratio. There are however a declaration of intent in the Day Care Facilities law stipulating the overall value orientation which is to be sought out by childcare in general. So it states in §1 of the law that childcare should seek to prevent negative social inheritance and exclusion of children from society through a joined up effort by local municipalities composed of a range of extensive childcare offers. The offers should advance the cognitive and social wellbeing of children, through early learning and development. Furthermore, the childcare offers should seek to give families flexible offers of childcare, so that the family can organize work-family relations according to their own needs. (Day Care Facilities Act, 2011: §1).

However, the everyday implementation and acting out of these goals are left to the local municipalities. One indirect exception is the aforementioned ceiling of 5 children per child minder in daycare for children age 0-2 years. Previously, municipalities typically defined a local staff-child ratio, but almost no municipalities do that. Instead, they allocate a wage sum for each institution, which is the reason why staff-child ratios may also vary greatly within municipalities (Danish Union of Early Childhood and Youth Educators, 2010). A recent study on the overall development since 1986 in nationwide child-staff ratios in day care and kindergartens found that the number of children per child minder has increased by around 50% in both forms of care (FOA, 2011).



**Table X5: Child-to-staff ratio in forms of formal care, 2010\****Source: Statistics Denmark 2011*

	Denmark	Aalborg	Index
Day care	3.4	4.0	120
Nursery	3.1	3.4	110
Age integrated care	5.0	4.1	83
Pre-school	6.2	6.7	108
After school	15.4	11.3	73
Total	7.2	6.9	96

\* Excluding administrative staff such as leaders, secretaries and janitors

The overall child-to-staff ratio appears to be roughly at the same level as the national average. The total ratio masks some differences across different forms of care. In short, it appears that the number of children per caretaker is lower in Aalborg when we look at after school care, while pre-school care has a greater number of children per caretaker in Aalborg. Age integrated care for pre-school children is an exception, but the fact that age integrated care plays a much smaller role in Aalborg should be taken into account.

The numbers in table X5 include both public and private institutions. It has not been immediately possible to separate private from public staff, but it should also be remembered that private care plays a very marginal role in Denmark as uncovered before. In addition, private day care for children 0-2 years is also subject to the ceiling of five children per child minder.

## **Educational level**

There are two main types of education in Denmark that qualifies the applicant to work with care of children. One is as pedagogue or social educator, and the other is simply assistant pedagogue or social educator (Ministry of Education, 2011). Education as a pedagogue is defined as a professional bachelor's degree with a duration of 3½ years. It requires completed upper secondary education (including for example pedagogue assistant, social health care worker or the more general upper secondary education that is the Danish equivalent of high school).

The education as assistant pedagogue/social educator is considered an upper secondary education with a duration of three years. Here the requirement is just that the applicant has completed the basic school education (primary school/lower secondary school).

According to data from Statistics Denmark, both groups work in all the formal forms of care mentioned here. Assistants dominate care for pre-school children, while pedagogues outnumber assistants in school care by a factor two or three.

Besides these two main types of education, a range of additional education possibilities exist. It could for example be further education that makes you especially qualified for handling youths and youths with social problems, as well as different types of courses and diplomas with special skills in mind.

One exception to all this is that day carers are not subject to these requirements in formal education. The day carer is simply assessed by the municipality regarding personal qualifications, just as the home of the applicant is inspected with certain safety demands, etc., in mind. Private day carers must also be approved as qualified for childcare by the municipality, but the parents must of course still choose, and enter into agreement with the day carer independently.

### **Municipal quality indicators and inspection mechanisms<sup>15</sup>**

There is no extensive or public quality monitoring by quantitative indicators taking place in the municipality or at the national level. It should be noted that Aalborg is enlisted in the public internet portal [brugerinformation.dk](http://brugerinformation.dk) (“brugerinformation” translates as user information), where parents can compare municipalities regarding parental charges, level of subsidies, spending, local policy goals, etc. It is also possible to compare individual institutions when it comes to child-staff ratios, opening hours, pedagogical approaches, etc.

There are certain statutory demands regarding quality of childcare, but it does not concern actual quality indicators per se. A law on “child environment” was passed in 2006, stating that all institutions must carry out an assessment of the overall environment or milieu in the institution,

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<sup>15</sup> There exists no data that maps out the quality of formal care versus informal care. This is most likely due to the fact, as discussed earlier, that the extent of informal care is if it exists very limited.

including physical, aesthetical and psychological aspects of the environment. Any problem areas must be identified, and future efforts to improve conditions outlined. This assessment or plan must be renewed every third year (Ministry of Interior and Social Affairs, 2006). In addition, pre-school institutions are required to draw up a “pedagogical curriculum”, defining how education across six areas is to be carried out (these are personal development, social skills, language, body and physical activity, nature, cultural values and forms of expression). All institutions must make bi-annual evaluations of these curriculums, which must then be approved and reviewed by the city council (Ministry of Social Affairs and Integration, 2011).

As mentioned before, after school centers (but not traditional after school care) is legally regulated by the public school law, and administratively connected to the schools. This means that after school centers are not required to make these assessments or curriculums. On the other hand, municipalities are required to draw up so-called “goal and content descriptions” for after school care centers, defining how centers are supposed to support school education and their interplay with overall pedagogical goals for children in the municipality.

It should be noted that there is an important difference between public and private providers in this area. Private institutions are not required to carry out these environmental assessments or pedagogical curriculums. Private institutions are subject to municipal supervision in the same way as public care, however. Typically, this takes place as visits from municipal consultants, who inspect that all law requirements are being fulfilled.

## **Parental influence**

Public, self-owned and private institutions are required by law to give access to parents to participate in a parent board which also includes representatives from the staff. It is a municipal decision whether staff representatives also have the right to vote, but parents must constitute a majority in the board (Retsinformation 2009; Department of Family and Employment 2008). The board has influence on principles for the budgetary framework and the overall values and goals of the institution, but the specific authorities of the board are dependent on the municipal framework of these processes. Furthermore, the board has the right nominate staff for available positions, also as leader of the institution.

## The Role of the National Evaluation Institute

Lastly, it is formulated in the Day Care Facilities Act, 2011 §18, that the state run National Evaluation Institute (NEI) is in charge of, on a continuous basis, of collecting, analyzing and disseminating new knowledge in the field of day care.

In this role as a central evaluation- and counseling institution for the municipalities the law seeks that the municipalities actively engage in and seek to apply the recommendations being disseminated in order to guarantee that the quality of the childcare meets the requirements of evidence based research. To what extent this is used by the local policy makers in Aalborg is not known. However, since it was not mentioned in the qualitative studies conducted for WP4 the role played by NEI as a central disseminator of research should not be overestimated.

## 1.6 Affordability, accessibility and flexibility of childcare services

As noted in section, the so-called free place subsidy is a very important income related subsidy when trying to establish the share of disposable income that is devoted to childcare services in different family forms and on different income levels.

The subsidy is nationally established and for 2011 the household income related basis for distribution looked as such:

### Free place subsidy scale (EUR)

Yearly gross income	Self-payment of childcare services (%)
20.370>	0 pct.
20371 – 20.821	5 pct.
20.822 – 63.251	Rate of self-payment is increased by 1 pct. for every 451 in yearly gross income increase
63.252<	100 pct.

*Source: Appendix 2 of the circular for the Day Care Facilities Act, 2011.*

Besides this household income related subsidy, under the free place subsidy single providers regardless of gender receive an additional annual tax deduction on their personal income of EUR 7.354.

Regarding gross yearly charges of childcare services at the city- and national level appendix 1 gives a thorough presentation of the expense level of the different services available to different age groups.

Taking the income- and family related subsidies just described into consideration appendix 2 shows the affordability of childcare services in relation to average disposable incomes in different family forms. In order to show this correctly we have calculated the average gross incomes of single mothers, fathers and families with children in Aalborg. These income levels have been related to the free place subsidy scale for a number of different childcare services (day care, nursery etc.) and the self-payment rates have been related to the average disposable incomes of the same groups in order to find the percentage of yearly disposable income devoted to childcare services. The disposable income is chosen since it allows us to factor in all public cash transfers to households (including child allowances, housing benefits etc. see footnote 18 for a further elaboration of disposable income)<sup>16</sup>.

The picture emerging in appendix 2 is quite interesting. Despite having yearly disposable incomes quite close to one another single men and women with children spend comparatively quite different levels of their incomes on childcare services in all age intervals. We furthermore find that families with average incomes devote significantly higher percentages of their disposable incomes on childcare services than both the other two groups. The reason for this is to be found in the way that the level of the free place subsidy is calculated and the differences in gross income of single men, women and families respectively.

Men with children have an average yearly gross income in Aalborg of EUR 51.275 women on the other hand receive on average EUR 39.831, exhibiting a number of factors of which the very significant pay gap between men and woman in the labour market most likely plays a significant role. Families have on average a combined household income that places them around or just above the income cut-off point for the free place subsidy making them ineligible for the scheme.

The level of the free place subsidy for the different childcare services are calculated on the basis of these gross income levels granting single women a significantly higher subsidy. However, as is evident when comparing the income levels just mentioned with the disposable income levels in appendix 2 a drastic equalisation happens. Single women on average have a disposable income of EUR 34.678 and men on the other hand have an average disposable income of EUR 36.778<sup>17</sup>. As is evident in appendix 2, because men have a higher gross income which is equalized considerable it

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<sup>16</sup> It should be noted here that in their calculations of the disposable income of family types with children the free place subsidy is not factored in which, as we shall see in appendix 2, can have a distorting effect when trying to establish how large a share of family income is devoted to child care in relation to income levels and family types.

<sup>17</sup> This equalization happens because men on average have considerable larger expenses for interest rates on mortgages, rental value tax on own

dwelling and income tax.

has the effect that single men with children spend a higher percentage of their disposable income on childcare services than single women. Furthermore, because families on average have incomes making them ineligible for the quite generous free place subsidy, they have higher expenses than the single parent family types.

It should be noted in relation to both appendix 1 and 2, that these figures show yearly charges *per child*. This can indicate that having more than one child will severely increase the yearly charges and seize an even larger proportion of the yearly disposable income. However in Day Care Facilities act it states that the municipality must ensure that the parent(s) receive what is known as a sibling discount for the children following the first child. In other words, the family or single parent pays the full yearly rate for the first child and then receives a sibling discount of 50 % off, for the coming children.

### **Flexibility of childcare services**

Looking to the standard opening hours of public child minders and day care institutions in Aalborg, these allow parents with regular jobs to mind their jobs. Most of the public child minders are open from 6.30 A.M. to 4.05 P.M., or 7.00 A.M. to 4.35 P.M., some extend opening hours from 7.30 A.M. to 5.05 P.M.

Besides these offers, Aalborg municipality also has childcare services that extend to parents that work irregular hours. The offers cover age groups from 0 to 5 years and covers both evening and night child minding as well as the weekends. It should be noted in relation to this, that these services are considerably more expensive than the childcare services during „normal“ hours (roughly twice as expensive). However, the free place subsidy still extends to these services.

Besides these public offers the private childcare institutions are completely free to set their own opening hours. No data exists as to what extent the private childcare services in Aalborg or on a national basis covers irregular hours. However, the chairwoman of the private child minders in Aalborg municipality confirms that her members receive a small number of children from parents whose work schedules does not fit with the opening hours provided by the public child minders.

### **Distance from home**

The Day Care Facilities Act does not stipulate that the childcare offers extended to children above the age of 26 weeks must be physically close to the home of the child. It only stipulates that it must

be within the municipal borders. In Aalborg the provision is divided into four districts within the municipal borders. In 80% of the times parents are offered childcare within their district. In the cases where this is not possible the child is placed in a neighbouring district.

## 1.7 Conclusions

Taking the description delivered of the policies towards childcare and the welfare mix in relation to the provision of childcare in both Aalborg as well as on the national level, the picture that emerges is a very child friendly policy system. The childcare services provided for different family types allows a reconciliation between work and family relations for both parents on typical as well as atypical jobs.

Furthermore, the income- and family type related free place subsidy along with numerous other transfers for families with children (child allowances etc.) impacts on the fact that Denmark in international comparisons ranks as the country with the least likelihood of children growing up in poor homes (OECD, 2011). Furthermore, as is evident in appendix 2 the cash transfer extended to single provider families alleviates the risks of single parent poverty.

Lastly the sibling discount on the charges paid for the different childcare services partly removes the financial risks accompanied with having more than one child.

The qualitative studies conducted in relation to WP 4 shows awareness among the local politicians as well as stakeholders that extensive and universal childcare is very important in allowing for the integration of women into the labour market. The analysis conducted in this work page of the local as well as national policies shows that this awareness is backed with quite extensive policies in Aalborg creating the institutional framework which allows for the integration of women into the labour market.



## 2. Local policies and the welfare mix in relation to the provision of elderly care

### 2.1 Social rights and resources for extra-familial elderly care provided in local welfare systems

#### 2.1.1 Forms

**A:** In Denmark today two forms of care for the elderly exist;<sup>18</sup>

- a) Institutional care at care homes run and owned by the municipalities,<sup>1920</sup> and
- b) Home help in the form of practical as well as personal care services delivered in the private homes of elderly citizens.

In Aalborg personal care entails; showering, washing of hair, making one's toilet, getting dressed, assisting with the eating of meals, cooking meals (pre-cooked meals or micro-oven meals). This help is provided on a daily basis if needed.

In Aalborg practical help can entail; vacuuming and washing floors, dusting, cleaning the toilet that is being used, washing clothes and changing linens. This help is provided once every 14 days. Practical help in Aalborg does not entail thorough spring cleaning, washing stairs or ironing clothes. The law stipulates that these services be extended at all hours, day and night. However, in Aalborg and in most other municipalities practical help is only extended during the day. In Aalborg this is from 6 a.m. to 5 p.m. Personal care on the other hand is in effect provided 24 hours per day all year around (Municipality of Aalborg, 2012).

These two care systems are in Denmark run and financed by municipalities. The care delivered in these two systems is governed by the Social Services Act (SSA), which came into effect in the way it looks now in 1997 and within it §83-87 establishes both home help and institutional care as needs based social rights.

More concretely §83-87 stipulates that the municipality is legally obliged to facilitate the help and support (of practical and personal kind) that seniors need in order to be able to stay in their homes. This includes physical retraining as well as physical maintenance if needed to allow the elderly to

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<sup>18</sup> These services are governed by the Social Services Act, but the extent and substance of the services are defined locally by the municipalities in the Quality Standards. These Quality Standards are further explained in section 1.3.

<sup>19</sup> 29 care homes exist in Denmark run by a non-profit private Christian organisation. The funding comes solely from the municipalities which dispose over the places at the home.

<sup>20</sup> As will become evident shortly this covers a wide range of different types of care homes for the elderly.

stay as long as possible in own home. Furthermore the help must be extended to seniors with both temporary- and permanent physical and mental needs.

Despite the fact that both practical and personal care is defined as individual needs based rights, §1 in the SSA opens up for a measure of familialism. In the wording of the law it stipulates that the *”Help provided according to this law is premised on the principle that the individual in need and his or her family takes responsibility for their own situation”*.<sup>21</sup> This principle is fundamental in understanding the premise of “help for self-help” that much of the elderly care builds on and indeed that informs the principle of „as long as possible in own home“. The care provided must always aim at keeping the seniors as active and independent as possible for as long as possible, preferably in their own home.

This paragraph has been interpreted by many municipalities, including Aalborg, to mean that practical help will as a main rule not be extended to seniors with healthy and fit spouses, partners or relatives living under the same roof, thereby de facto shifting the practical care responsibility onto this immediate family. It should be noted however that in Aalborg, personal care is still provided if needed, despite the presence of a capable and healthy partner. Furthermore, an emphasis must be put on the fact that this practical care responsibility does not extend to the immediate family members if these are not co-habiting with the elderly with practical care needs.

Other parts of the legislation covering practical care does open up for periodic or permanent relief of these family care responsibilities in that according to §84 the municipality is obliged to extend care relief to caring relatives on a temporary or permanent basis if this is deemed needed.

**B:** Before 2003 the Danish municipalities had the option of outsourcing parts of the elderly care services to private for-profit providers. It was however not a national requirement. In 2001 a new liberal-conservative government came into office with a clear agenda supporting the principle of „free choice“ of social services and providers. This agenda manifested itself within elderly care services in the 2002 Elderly Care Package and the 2003 law on the Free Choice of Providers. Following these reforms it was made mandatory for municipalities to allow private for-profit providers into the market for elderly care services, de facto creating a new quasi market for elderly care (Fersch & Jensen, 2011: 2).

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<sup>21</sup> Authors own translation.

This market is governed in §91-93 of the SSA. This legislation oblige the municipalities to facilitate that private for-profit deliverers of both practical as well as personal services are allowed to compete for the services which elderly have been allocated by the public assessor according to the locally defined quality standards. Two models have in the SSA been outlined for how this quasi market might function; customer choice or private tendering. The customer choice model involves no competition on price but instead on the quality and flexibility of services, the private tendering model involve a competitive tendering on the established services (i.e. the municipalities can put parts of or whole service areas out for tendering between public and private providers, allowing them to compete on price).

In Denmark the customer choice model is overwhelmingly used by the municipalities (Nielsen & Andersen, 2006: 204). This in effect means that seniors since 2003 who have been granted practical as well as personal home care have had the possibility of choosing between one of three providers; 1) the public option, 2) the private for profit provider, or 3) relatives, friends or acquaintances/neighbours.<sup>22</sup> In practice the public assessor, after having assessed the needs of the senior presents him or her with a range of leaflets with the different providers, allowing the senior to choose the most desirable provider.

It is important to note here, that despite the establishment of this quasi-market the financial responsibilities still lies with the municipalities obtaining the funding from the general taxation. This in effect means that the receivers of home care are not involved in any sort of economic transaction, except if they purchase additional services from the for-profit providers, besides what they have been granted based on a needs assessment from the public assessor (Pfau-Effinger, *et. al.* 2011: 9). Besides this, according to the Social Services Act, the municipalities must formally recognize the for-profit providers. This recognition must happen according to locally defined official quality demands for the for-profit providers.<sup>23</sup> In Aalborg these demands entail that the staffs must be paid and attain social rights according to the general agreements and all going laws on the field.

**C:** The third option when it comes to home care for the elderly is reverting to relatives, friends or acquaintances/neighbors.

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<sup>22</sup> We will explain the third option shortly.

<sup>23</sup> This gives the municipalities the discretion room to de facto exclude private for-profit providers by setting requirements at a level where the profit margins for private firms are too low (Fersch & Jensen, 2011: 7). A practice which does occur.

Those choosing to exercise this option can in principle choose between three alternatives: First, „ordinary“ home help where the municipality functions as employer (SSA article 94 a); second, „ordinary“ home help where the elder functions as employer (SSA article 94b), and third, „extraordinary“ home help, i.e. home help targeted towards elder citizens with significant and permanent reduced physical and mental capabilities (SSA articles 95-96); in practice SSA articles 95-96 is an alternative to residential care.

**D:** No special tax credits is attached to elderly care.

### **2.1.2 Degree of comprehensiveness of definition of care**

The comprehensiveness of elderly care in the municipalities in Denmark can overall be said to be extensive in that it legally guarantees elderly the right to both practical and personal care.

On a national level, the extent of the elderly care services is governed by §83-87. According to §83 the municipalities are legally obligated to facilitate around the clock personal- and practical assistance as well as food services<sup>24</sup> to both elderly in need of care as well as to families with children in the need of special care. These services must likewise be extended as care relief to citizens with dependent relatives on a temporary or permanent basis if necessary (SSA §84). This relief can be both practical and personal services and temporary stays in institutional care. Furthermore, the municipalities must offer retraining and rehabilitation in cases of injuries and sickness (SSA §86).

### **2.1.3 Generosity in relation to individual care need**

The assessment of need and the extent and substance of the services provided are, under the legislation outlined above, to a large extent left to the municipalities mirrored by large differences in the provision of elder care between municipalities have been found. As an example of this the municipal spending on seniors (+65) varied from EUR 4.655 to 10.543 per year in 2010 and in 2005 the number of hours of long-term home care varied from 2.0 to 13.6 hours per elderly per week (Jensen & Lolle, 2010).

Since 1998 the municipalities have been required to publish a so-called quality standard stipulating the service level in the municipality within both institutional- and home care. In this quality

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<sup>24</sup> The food however is paid by the seniors themselves. According to the Circular of the Social Services Act §1, this cannot amount to more than EUR 417 per month.

standard the municipal council further defines the extent and substance of the practical and personal care offered to citizens. It does not stipulate in detail exactly which conditions equals what care, but instead puts out guidelines to which kinds of care the senior has a right to.

In the quality standard for Aalborg under personal care, seniors found needy can expect help and assistance with personal hygiene, showers, and administration of medicine, retraining and rehabilitation, as well as psychological needs. Under this heading is also help and assistance in relation to meals. This refers to preparing breakfast, arranging delivered meals, reheating frozen dishes and actual help with eating and drinking (i.e. feeding the care-receiver). This personal help is also given to seniors living with relatives.

When it comes to practical help Aalborg municipality must facilitate assistance with cleaning and laundering. Cleaning is defined as; vacuuming, dusting off, cleaning bath rooms and toilets, cleaning kitchens and large kitchen appliances and changing bed sheets. The municipality will however only clean the rooms in use. Seniors living with healthy spouses, partner or under the same roof as close relatives will as a main rule not receive practical help from the municipality. Furthermore, the elderly must pay their own meals (Municipality of Aalborg, 2012). When it comes to institutional care both practical and personal care is covered. The seniors in Aalborg pay EUR 12.8 per day for food.

The quality standard is defined and redefined every year by the local municipal council and publicly accessible on their website and on a national website ([www.fritvalg.dk](http://www.fritvalg.dk)) allowing citizens to compare service levels in different municipalities.

#### **2.1.4 Accessibility of home-based services and institutional care**

Access to institutional- as well as practical and personal home care is, as mentioned earlier, needs based. The needs assessment of the elderly is carried out by an assessor employed by the municipality. He or she does an individual assessment of the needs of the senior using an evaluative tool that is called „Common Language” (SSA §139). Common Language is a standardized schema with which the public assessor evaluates and ranks the physical and psychological needs of the potential care receivers. A number of dimensions are used to evaluate the senior; their every-day situation (i.e. social- and familial relations, ability to cope physically and mentally with every-day chores and activities), and the senior’s actual ability to perform a range of activities (i.e. eating, drinking, showering, dressing, cleaning etc.) is ranked from 0-4. Furthermore potentials for improvement through retraining are investigated and assessed. (Local Government Denmark, 2004:

61-63). After assessing the needs, the assessor relates these needs to the Quality Standard and from this the public assessor can stipulate what services the municipality can offer the elderly citizen in need of practical or personal assistance in their own home or in residential homes.<sup>25</sup> When the needs assessment has been made, the municipality must equip the citizen in question with a written copy of the assessment as well as a schema outlining precisely the character of the services and their extent and quality. If the senior wishes to challenge this decision he or she has the right to lodge a complaint within four weeks of the decision made by the public assessor.

#### **2.1.5 Regulation and control of quality of care in the context of these schemes**

The quality of care in the context of the schemes outlined above is not placed solely on one level (national, local or regional). Instead it depends from area to area, but the overall picture is that much discretionary room is left the municipalities to set the quality levels as well as regulate these. In 1998 it was implemented in the SSA that all municipalities have to formulate the quality standards outlining the overall quality level of the services the municipality can offer elderly. A number of control mechanisms exist in national legislation for regulating that the quality level outlined in the quality standard is uphold. The standard must be revised each year and in relation to this the Senior Citizen Council is taken into advice. This is a council where senior citizens above the age of 60 can be democratically elected to and each municipality are under the Protection of Legal Rights Act §30-33 obliged to form these and Aalborg has done so.<sup>26</sup> The council is then heard whenever policies are enacted or changed concerning elderly citizens in the city. The council furthermore has the right to present proposals for new or different policies to the municipal council. The municipality is also legally obliged to once per year to conduct follow-up assessments of the care-receivers needs either through visits by the public assessor or if adequate by phone calls. Furthermore, carers have the obligation to report to the municipality if the needs of the care-receiver change necessitating more or less or a different kind of help.

Besides these formal stakeholders and legal rules regulating the quality of the care, the largest interest organization called DaneAge (Ældre Sagen) has begun to closely monitor especially the practical care level in the municipalities. In 2012 Dane Age won a law suit against a municipality

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<sup>25</sup> It is up to the different municipalities if they wish to use this praxis in the elderly care homes where the care level is more intensive.

<sup>26</sup> It should be noted that according to §33 of the Protection of Legal Rights Act, municipalities can apply the Ministry of Social Affairs to be exempted from forming a Senior Citizens Council.

over whether or not cleaning once a month instead of the previous once every 14 days violated §83 in the SSA. In its ruling the Regional State Administration<sup>27</sup> recognized that the SSA does not stipulate the extent and quality of the services which the municipality must provide.

So instead of ruling according to this law they ruled that the extent of the services allocated (here the frequency of cleaning) was not in accordance with the quality standard put forward by the municipality in question. It was simply found that cleaning once a month was not enough to effectively “vacuum, wash the floors, change the bed sheets and wipe of dust”.<sup>28</sup> Three things are important to notice in regards to this ruling. First, there are institutional limits to the discretionary wiggle room of the municipalities. Secondly, these limits however are to be found between the SSA §83 stipulating the right to care and service and the quality standard outlined by the municipality itself. Thirdly, because the lower quality limits to the extent and quality of the services is defined as being between the SSA and the locally defined quality standard, this particular ruling does not create precedent for other municipalities. In essence one could say that the ruling is still out about what the minimum level of practical care is. DaneAge however is already in the process of filing another lawsuit against another municipality on similar grounds.

Staff-resident ratios or suchlike within both home care and institutional care is not stipulated in the SSA. As long as the municipalities comply with the right to care stipulated in §83 they have a wide discretionary space to make individual assessments of the needs of the individual as well as how many minutes or hours should be allocated the care-receiver. However the municipalities are benchmarked when it comes to the percentage of face-to-face time carers have with care-receivers. The national average per carer is 51.7% and in Aalborg it is 52%.

The professional carers can take two different professional educations of different length. Home helper being the shorter education takes 14 months and home carer, being the longer education takes an additional 20 months on top of the initial 14. Most often home carers are placed above home helpers in the organisational hierarchy and takes part as middle leaders in the day to day organization of the care.

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<sup>27</sup> A public institution where complaints regarding the decisions made by municipalities can be directed.

<sup>28</sup> See <http://www.aeldresagen.dk/Presseogpolitik/Presse/Nyheder/Documents/Brev110112.pdf>

### 2.1.6 Take-up rates

#### Institutional care:

(2009) 3.8% of the total population aged 65-79 and 24.8% over 80 years.

#### Home care services:

On a national basis this overall development has made coverage quite extensive. In 2009 3.8% of the total population aged 65-79 and 24.8% of the population over 80 was in residential care, while 9.9% of the total population aged 65-79 as well as 55% of the total population over 80 received home care services. For the residents living in elderly care homes and residential homes, 19.5 hours of assistance was provided per week in 2008. Of this assistance, 17.5 hours went to personal care and the remaining two hours went to practical assistance. For those living in their own homes, including senior housing, 3.7 hours of care was received per week on average, where 2.9 of these were personal care and 0.8 was practical help (Pfau-Effinger, *et. al.* 2012: 13). In Aalborg 28.8% of the seniors aged +67 receive practical care and 12.6% receive personal care. The average time allocated to care ranges from 52 minutes of practical care to on average 5 hours and 25 minutes of personal care per week (Municipality of Aalborg, 2010).

## 2.2 Social rights and resources for elderly care by family members that are provided in local welfare systems

### 2.2.1 Forms: Welfare state schemes that offer pay and social security for caring family members

As mentioned earlier, the SSA §94-96 contains three formalized ways of organizing family care, essentially being cash-for-care schemes enabling but not forcing a return to family care principles<sup>29</sup>.

*Section 94a* stipulates that a senior citizen who is entitled to home help has the *right* to choose a person who is subsequently employed by the municipality. This means that the care giver becomes a public employee be accepted by the municipality. As an employer the municipalities assumes all relevant responsibilities with regard to the delivery of care. If the caregiver becomes sick or is on vacation, for instance, the municipality is responsible for finding a substitute caregiver. As an employer the municipal also makes sure that the home of the care receiver complies with work environment legislation etc.

<sup>29</sup> This schemes under article 94 (both a and b) is to some extent a product of a study group consisting of the National Committee of Social Affairs, the minister of Social Affairs and a number of high ranking government officials, going to Holland in 2003 to study the use of „The Personal Budget“ (*Persoonsgebonden budget, PGB*) (Ministry of Social Affairs, 2006: 9).



According to *section 94b* the municipality *can*, if this is the wish of the care receiver, transfer the role as employer to the senior citizen. In such cases the senior citizen assumes all responsibilities as an employer, including safety regulations etc, except paying the wages to the care giver. The municipality issues a “care certificate” (voucher), and the value of this voucher mirrors the number of home help hours that has been granted to the frail elder, and the care giver cash the voucher by the municipality. Local Government Denmark is opposed to section 94b, and as this scheme is not compulsory very few municipalities actually make use of it. Those municipalities making use of section 94b primarily grant help with practical tasks such as shopping groceries etc.

*Sections 95-96* are referred to as „citizen-regulated personal assistance“ (*Borgerstyret Personlig Assistance*). It is an unconditional legal entitlement if the senior if he or she has been granted more than 20 hours of weekly home care. If the care that has been granted is less than 20 hours per week, the individual municipality is not obligated to pay out the citizen-regulated personal assistance, but often does so, especially in cases in which the senior in question requires special assistance. Under this scheme the senior citizen functions as employer. Not only are the care receivers allowed to choose who they want to provide help for them, but the care receiver is also free to make the agreement with the employee when and how the help is to be provided<sup>30</sup>. The municipality assesses the payment to be made, that is, the amount that the senior citizen can receive. This amount is based on the presumption that the caregiver receives payment in keeping with the collective agreement. Documentation of the payment of wages is to be provided to the municipality, and unused funding for wages is to be returned to the municipality.

To support the capacity of the senior citizen as an employer, the municipality is responsible for continuously providing information to the senior citizen about employment law issues, including rules about working environment, vacation, sick pay and maternity leave. As an employer, the senior citizen is thus obligated to ensure their employees by making payments to a labour market pension scheme, vacation pay and other obligatory social payments, such as worker’s compensation. The senior’s home is regarded as a workplace, and the senior citizen is therefore obligated to comply with working environment legislation. The senior citizen can be punished according to work environment laws if it is found that the work is not being organised properly. And upon the death of the senior citizen, the municipality is responsible for ending the employment in keeping with the current regulations. In short, the senior citizen as an employer is responsible to

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<sup>30</sup> The following review of section 94 builds on the following sources: Ministry of Social Affairs (2011b), Aalborg Municipality (2011a, 2011b).

ensure that the caregiver enjoys the same working conditions and social rights as in the ordinary labour market.

One condition for receiving citizen-regulated personal assistance is that the senior in question is both able to function as supervisor<sup>31</sup> and employer<sup>32</sup>. These employer responsibilities, however, can be transferred to a relative, an association or a private business. An association of recipients of citizen-regulated personal assistance (LOBPA) has been established, and this association offers to take over employers responsibilities from senior citizens. Furthermore, the senior is free to allow the municipality to manage the payment of wages. In such cases, cash will not change hands between the care-receiver and caregiver, but rather between the caregiver and the municipality or between the municipality and the business or association that the senior citizen has employed as supervisor/employer.

### 2.2.2 Type of contract of family carer in these schemes

In all three schemes an employment contract is written up to ensure details such as the payment arrangement, work to be carried out and working hours. The wages are based on the collective agreement for social and health care personnel between the FOA (The Care and Service Union – *Fag og Arbejde*) and Local Government Denmark (*Kommunernes Landsforening*); in other words, the caregiver receives an hourly wage that is in accordance with the collective agreement. Similarly, the contract must include guidelines for the weekly working hours. If the senior citizen is granted 3.7 hours of help per week, the weekly working hours will thus be 3.7 hours per week. As an employee the caregiver is entitled to all social rights (e.g. access to sick pay, vacations, pension and work accident coverage). If the caregiver is sick or on vacation, the municipality is responsible for providing a substitute caregiver. The caregiver is also covered by the ordinary rules for the termination of employment. In the event of the death of the senior citizen, the caregiver must be offered to work the hours per week that they are paid for elsewhere until the contract can be terminated.

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<sup>31</sup> The supervisor function involves the senior being able to attend to the planning of the work involved, writing up a job description, carrying out personnel meetings and performance appraisals etc.

<sup>32</sup> The function as employer involves the senior being able to employ/terminate assistants, write up an employment contract, pay wages, report to the tax authorities, carry out the necessary working environment measures etc.

Although a frail elder eligible for assistance or support is entitled to appoint a person to carry out the home help work<sup>33</sup>, this person, i.e. the care giver, on the other hand, does not have an unconditional right to reduce working hours with one's ordinary employer if interested in caring for an elder relative<sup>34</sup>. In such cases the caregiver may be forced to work double; i.e. carry out home help in addition to one's ordinary employment. People passed the retirement age (65 or older), however, can be employed as caregivers under the same conditions as those under age 65. Whatever the case, the municipality must ensure that the person in question is capable of providing the help that has been granted. If necessary, the municipality can require the caregiver to participate in courses or training.

### 2.2.3 Type of pay of family carer

The type of pay can be characterised as hourly pay for care. In assessing the needs of the citizen the public assessor must take into account what professional groups (i.e. home helpers, physiotherapists etc.) the care-receiver will need help from. From this needs assessment the municipality assesses the payment to be made, that is, the amount that the senior citizen can receive. This essentially means that if the public assessor deems that the elderly needs three hours of physiotherapy per week, the senior will receive an amount with which he or she can take on a physiotherapist for the specified hours per week. In most cases however, the seniors are assessed to receive help from home helpers. Their hourly wage is approximately EUR 17.

Besides the hourly pay the subsidy paid to the seniors also consists of numerous different components, including subsidies for wages and administration.<sup>35</sup> The number of hours of care is based on the municipal service standards, and the wage levels are determined on the basis of the collective agreements. Since the municipality assess which professional groups is needed to adequately take care of the citizen the wage level calculated must be in keeping with the collective agreement of the different professional groups. Documentation of the payment of wages is to be provided to the municipality, and unused funding for wages is to be returned to the municipality. In other words, the wages paid to the caregiver must reflect the ordinary conditions specified in the collective agreement.

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<sup>33</sup> The literature on family care is limited. The following review of section 94 builds on the following sources: Aalborg Municipality (n.d.); Ministry of Social Affairs (2011a). Interview with Jeanett Christophersen Grønvald, employed as head of section in the City of Aalborg senior care.

<sup>34</sup> Such a right first becomes relevant when a close relation is dying.

<sup>35</sup> The total costs cannot exceed an amount corresponding to the municipality's average costs in the provision of help in the form of personal and practical assistance.

#### 2.2.4 Amount of pay for family carers

In the citizen-regulated personal assistance scheme the hourly pay corresponds with the needs assessment made by the municipality. In other words if the municipality has assessed that the care-receiver will need help from a home helper, the hourly wage of this profession is what is paid. A home helper has an hourly wage of EUR 17<sup>36</sup>. Besides this if the care-receiver needs special help for example 3 hours per week from a physiotherapist the family is paid so that they can take on a physiotherapist for three hours per week.

Under the care certificate scheme, the income of the carer also corresponds to what is stipulated in the general agreement of the different professional groups.

#### 2.2.5 Social security for family carers

In both schemes the social rights extended to the carers are similar that of formal employment. Both when the municipality and when the care-receiver functions as employers the carer is entitled to the same formal rights and securities as in the rest of the labour market. This entails payments to a labour market pension scheme, work accident coverage, sick pay, vacation pay and other obligatory social payments, such as worker's compensation etc.

#### 2.2.6 Take-up-rates

A limited number of people actually exercise the home care options in §94–96 of the SSA. But there is evidence indicating that citizen-regulated personal assistance under §95–96 is more popular than §94. In the City of Aalborg 7.686 of a total of 26.651 seniors (+67) receive practical help and 3.359 received personal care (Municipality of Aalborg, 2010). In total 8.463 persons receive home care in the City of Aalborg. Only 60–65 people in Aalborg exercise these options extended in the SSA §94-96. 10–15 are making use of §94, while around 50 make use of §95–96. A disproportionate share of this number are ethnic minorities, that is, persons generally subscribing to more traditional family values than is the norm in the Danish society.

On a national basis the Local Government Denmark estimate that roughly 1400 citizens utilize the citizen-regulated personal assistance scheme under §95-96 and about 600 receive the care certificate under §94.<sup>37</sup>

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<sup>36</sup> This equals a monthly wage of EUR 2.767 and yearly wage of EUR 33.209 for home helpers employed by the municipalities. Family carers are however paid on an hourly basis.

<sup>37</sup> Communication with Local Government Denmark, 31 January, 2012.

## **2.3 Generosity of welfare state schemes for care leave for caring relatives of older care recipients**

### **2.3.1 Leave options for which purposes?**

Under the SSA § 119-121 a person with a dying close relative is entitled to the „Care Remuneration“ scheme. This scheme allows the person paid time off work to care for the terminally ill and dying relative from when he or she is declared terminally ill and until the person in question passes away. The remuneration can be in one of two ways:

If the relative to the dying person is a member of an unemployment insurance fund he or she can receive up to 1.5 times of sickness leave benefit. Sickness leave benefit amounts to EUR 530 per week. The caring relative can however not receive more than 80% of previous pay. Furthermore, if the employer chooses to pay the carer during the period, the employer is entitled to receive the remuneration as long as it does not exceed the paid wage.

If the carer on the other hand is not a member of an unemployment insurance fund and thus does not qualify to the care remuneration, he or she is entitled to a remuneration of gross EUR 1.561 per month

### **2.3.2 Maximum duration**

The duration of the care remuneration scheme extends from when the care-receiver is considered terminally ill and until the person in question passes away.

### **2.3.3 Job security**

As for the persons caring for dying relatives according to §119-121 the rules apply as for parents on parental leave: the employer cannot lay off the caring relative due to their care responsibilities or while they are on care leave.

### **2.3.4 Option for part-time leave?**

To what extent the relative caring part-time can have a job depends on the employer and the job. No formal legislation giving the carers a right to a part time job exists. Whether or not potential caring relatives have the option for part time leave to care for relatives depends on their independent employment relations and collective agreement.

## **2.4 Degree to which local welfare systems oblige family members to care for their older frail relatives?**

### **2.4.1 Obligation to care**

As outlined in section 1.1 the SSA §1 opens up for municipalities de facto placing the responsibility of practical care for seniors with the immediate family co-habiting with the seniors in need.

Aalborg is one of the municipalities that have done this. However, besides this no obligation to care for elderly exist in the national legislation.

### **2.4.2 Obligation to pay**

If the care-receiver is assessed by the municipality to receive permanent help, he or she is entitled to receive it without a charge. If the help is temporary on the hand the municipality is free to charge an hourly fee for effective work (excluding administrative and transportation costs for home helpers). The fee however cannot exceed EUR 16 per hour. It is up to the municipality whether they wish to charge and how high this charge should be, within the limit. The calculation model for who should pay this fee is rather complex Temporary care is free for single income households below a gross annual income of EUR 18.645 and dual income households below EUR 28.007. These income brackets falls below what both single income pensioners and dual income pensioners can expect to receiver in cash transfers per year, meaning that they would have to pay a fee for temporary practical or personal help.

## **2.5 Company leave schemes at the local level**

**- Number, conditions for access, duration, limitation, social security rights, compensation etc.**

Not relevant.

### 3. Local policies and welfare mix in relation to employment oriented lifelong learning

#### 3.1. Educational level of women and participation in employment education

##### 3.1.1 What is the educational level of women in the city compared to the national level?

**Table 1: Educational level (highest educational attainment) of women and men aged 25-64 in the city and in the country**

Educational level of women and men by age group	Basic level (ISCED-0-2) % of the age group		Secondary (ISCED 3-4) % of age group		Tertiary (ISCED 5-6) % of age group		Total in % <sup>38</sup>	
	Women	Men	Women	Men	Women	Men	Women	Men
<b>In the city</b>								
<b>25-39</b>	12.4	16.1	61.9	55.2	17.4	18.4	91.7	89.7
<b>40-54</b>	19	21.4	67.8	62.1	8.5	11.8	95.3	95.3
<b>55-64</b>	34.5	25.3	61	65.5	3.9	8.3	99.4	99.1
<b>In the country</b>								
<b>25-39</b>	13.9	19.1	61.8	57.6	16.4	14.5	92.1	91.2
<b>40-54</b>	19	22.4	64.6	63.6	8.8	10.2	92.4	96.2
<b>55-64</b>	30.8	24.4	62.9	65.7	4.9	9	98.6	99.1

Source: Statistics Denmark. Note: ISCED Category 0-2 entails primary school „folkeskole” and private primary schools as well. ISCED Category 3-4 entails upper secondary school typically beginning at age 15 or 16 and lasting either 2 or 3 years. It also covers vocational schools. Entrance to some of these schools requires an upper secondary degree. However a lot of these schools are also apprenticeship oriented where education is divided between vocational schools and apprenticeship. In both systems the student gains mostly industry – and occupational specific skills. These educations last for 2 to 4 years. ISCED category 5-6 entails educations lasting 4 years and more, usually at university level. These categories therefore match well with the ISCED levels. See the appendix for a more precise alignment of the educations in Denmark with the ISCED levels.

##### 3.1.2 What is the share of women and men (aged 25-64) participating in employment related education and training (lifelong learning) in the city compared to the national level?

**Table 2: Number of women and men by age group participating in some form of employment related education and training (lifelong learning) in the city and in the country, 2009**

Age group	Women				Men			
	In the city		In the country		In the city		In the country	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%
25-39	8.272	59.6	183.930	44.9	9.768	56.1	238.781	54
40-54	9.039	56.4	211.900	43.8	8.628	51.7	233.758	46.1
55-60+ <sup>39</sup>	3.088	46.6	71.367	34.6	2.953	37.5	80.693	33.2

Source: Statistics Denmark. Note: the percentages have been found by estimating what percentage the number of course participants in a certain age group comprised of the total labour force in the age group in the city of country. In estimating the labour force Statistics Denmark have used the ILO guidelines. A disclaimer need to be made in relation to this table; the same person can in principle (and often do) participate in some form of employment related education and training more times than one during a year. Moreover a course participant in a six week course might be registered several times because the course is conducted at different institutions during a year.

<sup>38</sup> The reason for the lack of respondents is that in the statistics there is a category called „unspecified”. The discrepancy from the total in % to 100 is due to this „unspecified” category.

<sup>39</sup> In the data from the statistics Denmark the age categories falls into 55-59 and lastly 60+.

## 3.2. Provision and providers of employment oriented education in the city

### 3.2.1 Please provide a general description of the educational system for adults in the city

With a university, technical- and trade schools, a large Labour Market Education School (AMU) as well as four upper secondary schools and 50 primary schools the city of Aalborg is the educational centre in the region of Northern Jutland. Since adult education is centred on some of these institutions Aalborg is likewise a centre for adult education.

Focussing on both publicly financed as well as privately financed and organized educational systems in the city and on a national level as well, adult education can be subdivided into five main systems:

- Adult liberal education (folk high schools, evening schools etc.). Publicly subsidised.
- General adult education (primary and secondary level). Publicly subsidised. ISCED level 1, 2 and 3A.
- Vocationally oriented adult education and training from vocational education to the highest academic level (Continuing Vocational Education and Training – CVT). Publicly subsidised. Publicly subsidised.
- In-firm organized courses.
- Courses offered by for-profit organizations.

*Adult liberal education* is most often organised around evening schools run by non-profit organisations. The practical purpose of liberal adult education is to further enhance the personal capabilities of the participants. The overall guiding purpose of liberal adult education is to promote the understanding of democracy and active citizenship as well as to enhance the individuals abilities and motivation to engage in the society in an active manner (Liberal Education Act, § 4). Adult Liberal Education entails adult education, study circles and lectures. In regards to the employment oriented adult education, some liberal adult schools have courses in second stage of basic education. This entails upgrading basic abilities such as reading or writing. The liberal education schools are partly funded by municipal subsidies, state grants and participatory payment. The municipalities in Denmark including Aalborg municipalities have set up a Liberal Education Council (Folkeoplysningsudvalget) with representation from the schools, other non-profit organization and the politicians where the municipal subsidies are decided upon and administered. The municipal



subsidies amount to roughly EUR 7.7 mio. in 2012 out of a combined municipal budget of EUR 2.2 bn. (Municipality of Aalborg, 2012a: 11; 151).

*General adult education* in Aalborg takes place at the Adult Education Centre (VUC Center). This center offers educational programs for adults with very different profiles and the only requirement is that the attendees are aged 18. Illiterates as well as adults with low abilities within reading, writing and mathematics can take courses here. Adults who have not finished upper secondary school can combine a package of courses which they need to start the further education they want. The school allows for students to attend night school as well as distance study easing the combination of studying with work and family life. As opposed to the adult liberal education, all courses are here finished with an official exam qualifying the adult to attend further education.<sup>40</sup>

*Continuing Vocational Education and Training* can, looking at tables a and b in the appendix, be subdivided into two different education systems for two very different groups on the labour market. The majority of adults both male and female participating in employment related education in the city attends courses at schools that provide so-called Labour Market Education programs and courses within the Labour Market Education System (VEU systemet).

In Aalborg these schools are primarily the Technical College, the Trade College and the University College and the Labour Market Education School (AMU Center). The table also shows that a significant number of adults attend advanced vocational courses at a Masters – or Diploma level (i.e. diplomas or part time masters programs). This can take place either at the university or at the University College (Long post-secondary tertiary education schools ISCED level 5B). Looking at tables d and e gives us a good impression of which groups on the labor market which utilizes these adult education possibilities. This will be returned to and commented on in the following question. As is evident in tables c, d and e in the appendix, the educational institutions providing the largest share of adult employment oriented education in Denmark as well as in Aalborg is the *Labour Market Education System* (VEU systemet). This system was founded in 1960 on a nationwide basis with the distinctive task of facilitating the allocation of labor from the agrarian sector to the industrial sector. Initially it was only the VUC Centers that provided these educational courses and programs and the focus was to qualify the employed and unemployed unskilled workers to enter the booming industrial sector by ways of up skilling the labor force to match the needs in the industrial

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<sup>40</sup> [www.vucnordjylland.dk](http://www.vucnordjylland.dk)

sector. The system also played a central role in qualifying the unskilled women to enter the labor market (EVA, 2008: 24-25). This system operated alongside the Technical Schools administered by the skilled workers unions allowing unskilled workers to compete more fully with skilled workers on the labor market (Kristensen *et.al.*, 2011: 89). The skilled workers soon saw the advantages in the system and gained access to the courses, so that today the system engages in equipping all groups on the labor market with capabilities to allow them to readjust to changing demands on the labor market. The steering of the system was until the mid-1980s strongly centralized based on cooperation between the Ministry of Labour and boards of representatives authoritatively defining the supply and substance of courses and programs provided by the educational institutions (Lassen *et.al.* 2005: 482).

Looking to the purpose declaration of the Law on Labor Market Education § 1 section 1 - 3 the historical function of the system resounds today still in that the system must;

*“maintain and improve the qualifications of the participants in accordance with the demands of the labor market” (...) “hereby allowing the workers to readjust to the restructuring processes of the labor market both on a short- and long term perspective”.*

These words are not just semantics. In many respects the organization and role played by the system formally resembles that established in 1960.<sup>41</sup> The system is still open to both employees as well as unemployed. Until 2001 the system was placed under the ministry of employment, but since 2001 it has been administered under the ministry of education. The social partners (i.e. trade unions and employer organizations) however, still on both the national, regional and local level administer the system. On a national level they decide which courses should be offered, what the curriculum should be and when to update the roughly 3.000 courses in accordance with the changing demands of the labor market. Each year between 500 and 600 courses are revised and updated to match the changing needs of the labour market (Pedersen, 2003). All courses are state sanctioned and statewide recognized. The duration of these courses are anywhere from one day to six weeks and the medium duration is roughly two weeks. Once a year each Labor Market Education School, apply for the right to offer a number of the 3.000 courses. The decision as to which courses to apply for is made by the board of each school providing Labour Market Educations in concert with the Local Education Councils set up by the school. The boards of the schools consist of representatives of employer- and employee organizations as well as local politicians. The local education councils are erected with a focus on different parts of the labour market and with representatives from the employer and employee organizations within these fields. In this way, ideally, the offer of labor

market education ought to fit with the demands of the local labor markets. For an organizational diagram showing the hierarchy within the Labour Market Education System see the appendix.

The courses are oriented towards all parts of the labor market horizontally between occupations as well vertically between professions. As an example the AMU Center in Aalborg offer courses focused on nine different areas of the labor market; Transport and Logistics, Service occupations, Organizational management, Electronics and Technology, IT, Gardening, Process management in production, Building and Construction.<sup>42</sup> The Local Education Councils erected at the Labor Market Education School in Aalborg largely follow these occupational areas.

As mentioned above tables a and b in the appendix also shows that a significant number of adults attend advanced vocational courses at a Long post-secondary tertiary education level as well as Masters level. These degrees largely attract people with an ISCED level 5B or 5A education and at least two years of professional experience. The Masters programs are largely two year part time programs ending with state recognized degree. The University of Aalborg is a significant provider in Aalborg, providing 22 Masters programs and two Diploma degrees.

*In-firm organized courses and learning* understood as education arranged or facilitated by the employer but not subsidized by the state is also a significant part of the overall adult education in Denmark and Aalborg. A study in 2006 based partly on survey data estimated that in 2005 roughly 27.2% of all employment oriented adult education in the five main adult education systems listed above took place as in-firm organized courses (Tripartite Commission, 2006: 289). Unfortunately the data on this matter is very scarce, especially when trying to disaggregate to the city- or regional level. However we do have some national and international survey data that gives some idea of the extent to which in-firm organized courses and learning takes place.

Looking to table c in the appendix it shows that 64.2% of white collar employees and above in 2004 attended some sort of in-firm organized adult education. The corresponding figures for skilled – and unskilled blue collar workers were 15.6% and 9.3%. These figures leave the geographical aspect out. The question therefore remains whether or not these figures for in-firm adult training representing 27.2% of all employment oriented education are applicable to all parts of Denmark (i.e. Aalborg) or if the firm specific training often directed towards white collar workers and

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<sup>42</sup> [www.amunordjylland.dk](http://www.amunordjylland.dk)

professions above are mostly placed in knowledge intensive clusters around for example Copenhagen.

Table f in the appendix indicates that this is most likely not the case. This table based on Eurostat survey data, shows that the discrepancy between the levels of continuing adult educational across regions in Denmark is very small. In 2010 36.1% of the adults living in Copenhagen had within the preceding four weeks of the survey participated in some form of adult education and in a joined second place comes Nothern Jutland with 32.6%.<sup>43</sup> We can in other words with some reservations expect that around 27% of the overall adult education in Nothern Jutland takes place as in-firm education and training. The content and character of this education and training cannot within the confines of this paper be investigated due to the lack of data.

*Courses offered by for-profit organizations* plays a significant part of the adult education system. The tripartite commission from 2006 estimated that 26.5% of all the adult education was conducted by private for-profit organizations (2006: 298). What characterizes this system is that it is privately organized and fully funded by participation fees. Furthermore the courses offered by these providers are not state recognized, and can therefore not result in a state authorized degree or diploma.

In 2005 roughly 5.000 providers of private adult education existed in Denmark, most of them small and very specialized firms. Most of the courses provided are within „soft“ subjects such as personal development and management theories and the majority of participants have educations corresponding to ISCED level 5B or 5A (Tripartite Commission, 2006: 234).<sup>44</sup> The majority of organizations acquiring the services of these private firms are large knowledge intensive private firms- or departments in the public sector with a knowledge intensive profile. Seeing as these private suppliers are so specialized, they do not compete with the publicly subsidised education systems such as the AMU Centres. Instead the private suppliers indicate that the competitive pressure experienced by them comes from other private suppliers. Lastly, the Law of Vocational Education § 11 section 2 and 3 prohibits publicly subsidized providers of adult education to establish courses already covered by private suppliers or in other ways compete with them in an unfair manner.

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<sup>43</sup> The survey asked to educational activities covering all kinds of education (i.e. both in-firm organized courses, publicly subsidized continuing vocational education etc.). This means that we cannot isolate in-firm activities, but it gives us an overview of potential discrepancies between regions in educational activities.

<sup>44</sup> See also table c in the appendix.

### 3.2.2 If there are different kinds of training systems (LLL) for different groups, please provide a short description of these e.g. training for unemployed people

The distinction most important to make here is a distinction between *employed* and *unemployed*.

As mentioned earlier the Labour Market Education System was and is still intended to cater to the employed and all groups of unemployed. However, the extent to which the unemployed have access to the courses in this system is very much a matter of political priorities.

After the former liberal-conservative government entered office in 2001 they successively through a number of reforms (most importantly „More People to Work“ from 2002; and the municipalization of the employment effort, 2007; 2009) shifted the emphasis from a human capital approach to the activation of unemployed to a work first strategy (See Andersen & Pedersen, 2007; Bredgaard, 2011).

In the context of this paper, the most important aspect is the municipalisation of the employment effort in 2009. In this reform the municipalities assumed the responsibility of activating both the insured and uninsured unemployed. Formerly they had only had the responsibility of activating the uninsured unemployed claiming social assistance. Following this change, the municipalities assumed financial responsibility for parts of the payment of unemployment insurance and social assistance as well as the activation effort depending on their compliance with rules regarding activation.<sup>45</sup>

The economic incentive structures created by this new setup, have given the municipalities an incentive to focus their activation – and education efforts on measures that are as cheap as possible and return the unemployed to paid work as quickly as possible (Nørgaard, 2008; Bredgaard, 2011).

Looking to table g and h in the appendix, this incentive structure becomes manifest. In table h we see the number of public and private organizations with insured unemployed in internship with wage subsidies or only with unemployment insurance from 2009 – 2011. This shows clearly the increase in organizations that have accepted an insured unemployed into fixed term work in both Aalborg and on a national basis. In Aalborg the increase is from 4.6% of the organizations in 2009 to 15.2% in late 2011. This increase is similar to the nationwide increase. The financial reimbursement system is structured in a way that if the insured unemployed citizen is passive, the municipality carries 100% of the costs of the transferred benefit. Combining this with the fact that company internship is considered in Aalborg to be an activation measure with a good employment effect as well as educational and requalifying merit (Communication with the Jobcentre;

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<sup>45</sup> Today the municipalities must activate the unemployed (insured and uninsured) after 3 months if they are under 30 years of age, after 9 months if they are between 30 and 60 and after 6 months if they are above 60 years of age.

Municipality of Aalborg, 2012c: 15), the municipality have had a strong incentive to seek out and contact public and private enterprises to accept an intern.

Table g in the appendix shows us a bit more about this activation effort from the municipalities. It shows that it is most often wage subsidised internships meaning the participant is still only paid the unemployment insurance premium, but the employer pays part of it and the state pays the rest. Furthermore the table shows that ordinary requalifying education of unemployed has not disappeared completely, despite the fact that the financial cost of activating the unemployed in education / training might be more expensive than for example internships. These educational measures are to be understood as the municipality paying for courses at for example the Labour Market Education School or other educational institutions in the city. Indeed in Aalborg we have seen an increase in 2011 from 172 full time participants<sup>46</sup> to 234. This is inversely mirrored by a decrease in both Aarhus and on a nationwide scale.<sup>47</sup> The municipality are reimbursed 50% from the government of the cost of almost all measures of activation.

Seeing as social problems rather than qualification inhibits social assistance claimants from entering the labour market, the municipal effort is quite different and long term compared to the activation of the insured unemployed. The municipality has set up a number of arrangements with an educational purpose all directed at very specific groups of mostly social assistance claimants with very specific social needs.<sup>48</sup> As an example of a setup up by the municipality with an education purpose is the Womens Day School (Kvindedaghøjskolen).

The Womens Day School is an institution designed only for women. The deputy manager explain that they have 79 women at the moment (out of a total of 676 long term unemployed in the Municipality of Aalborg (Jobindsats.dk) and there is a great diversity among their educational level and working experience, but the institutions main focus is to help the personal development of each to increases their opportunities to enter the labour market or start an ordinary education and help them to create a social network. One of the initiatives setup by the Womens Days School is a “maternity leave café”, where the purpose is to create a safe and comfortable environment for women with small children (and especially singles) to meet.

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<sup>46</sup> See notes for table g for a definition of full-time participants.

<sup>47</sup> See also table i, for a comparison between the six biggest cities in the country on this issue.

<sup>48</sup> This follows the principle that the social effort from municipalities must be oriented towards the needs of the individual.

Another example of this is the Craft-house. This arrangement is oriented towards social assistance claimants aged 18-30 in match group 2 who are oriented towards occupations of a technical orientation but have no formal education. They attend this course in order to try out different crafts, while simultaneously building up a social network and acquiring personal skills.

When it comes to employed people the training and education systems presented in the answering of the previous question are all available depending on the Lifelong Learning strategy of the workplace or the collective agreement you as an employee is a part of. We will return to this later.

### 3.2.3 What are the educational institutions in the city providing such education?

As mentioned earlier Aalborg is an education centre of Northern Jutland. If we use the distinction used in the answering of question 3.1, we could start with;

*Adult liberal education:* A number of big and small schools exist in Aalborg with very different profiles and purposes, such as music, a school for mentally ill adults etc. Some of the bigger schools are;

*Focus*, a school in the centre of Aalborg offering courses within a diverse range of fields, within for example cooking, yoga, exercise and crafts. Besides they hold courses for adults at the primary level (ISCED 1). Furthermore, they are hired by the municipal job centre to hold personal development seminars for socially marginalized citizens (match group 3).<sup>49</sup>

Another example is the Workers Education Union (AOF). As opposed to the above mentioned school, they have a clear political profile and have members of the trade unions and the Socialdemocrats in their board. They provide more or less the same courses as the above mentioned.

*General adult education* at both the primary and secondary level (ISCED 1 – 2) is organized at different institutions. First, the above mentioned institutions hold courses at the primary level. The primary institution however is the Adult Education Centre (VUC Centre). This institution has two departments in the city. It holds courses for adults at all levels up and including upper-secondary school. This includes courses for illiterates. The courses provided are very flexible in that they are

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<sup>49</sup> <http://www.fokus-folkeoplysning.dk>

supplied at different hours both during the day and evening. Distance learning is also a possibility making the balance between education, work and family easier to manage. Since 2010 representatives from the VUC Centre have been a part of so-called the Adult Education Centre for Northern Jutland (VEU Centre) where representatives from the schools providing Labour Market Educations and other educational institutions are also present. In of the purposes of this board is to facilitate an easier transition from the general adult education system. The adult education system is therefore seen very much as a step towards a higher level of education.

*Continuing Vocational Education and Training* is, as mentioned earlier, mainly provided by the AMU Centre. However, as mentioned earlier, this school is not the only institution allowed to provide the so-called Labour Market Education programs and courses. If other educational institutions (such as technical- or trade colleges) comply with the demands specified by the Ministry of Education, they are likewise allowed to provide a number of the state sanctioned 3000 courses. In Aalborg both the trade- and technical colleges are supplying Labour Market Education programs and courses. Following their distinct profiles they provide courses for different segments of the labour market.

Indeed this fact combined with political pressure from the previous government has in many cities in Denmark lead to the mergers of different schools offering adult education. Most often technical colleges, trade colleges and Labour Market Education schools have merged into one big school. This has not happened in Aalborg.

Above this level Aalborg University is the biggest supplier of Masters Degrees and Diplomas.

#### **3.2.4 Who are the main providers of education (state, local authorities, employment authorities, for-profit / non-profit educational institutions, education organised by companies/employers, labour unions etc.)?**

This is somewhat of a difficult question to answer. Looking at the activity levels the Labour Market Education System is compared to for example private suppliers and in-firm organized courses, by far the biggest supplier of employment oriented adult education in the country and in the city. The reason why it becomes difficult to answer is that, the system is primarily state financed the state but it is largely administered by the social partners with an emphasis on the employee- and employer organizations at local, regional and state level.



To briefly outline the organization of the Labour Market Education System<sup>50</sup>, on a;

*National level* the *Council for Continuing Vocational Education*<sup>51</sup> is appointed by the Education Minister. This council consists of eight representatives from both the employee- and employer organizations. This council has an advisory role vis-à-vis the Ministry of Education on matters concerning the Labour Market Education System such as how the budget should be administered, participant fee. Besides advising the Ministry of Education they handle the contact with the *Continuing Education Committees*. These committees also consist of equal representation from the employer- and employee organizations. 11 such committees exist with a total of 62 subcommittees. Each of the 11 committees covers a part of the labour market (industry, transportation, services etc.) and conduct on going analyses of the changing demands for skills in these parts of the labour market. If the fields are very broad, the subcommittees will specialize on their particular sub-section of the labour market. Based on these analyses the Continuing Education Committees propose the alterations to existing Labour Market Education courses or the introduction of new courses to the Ministry of Education, which then confers on the matter with the Council for Continuing Vocational Education. As mentioned earlier between 500 and 600 of the 3000 courses and programs within the Labour Market Education System are revised or updated each year.

In conducting these analyses of the changing demands for skills on the labour market the Continuing Education Committees draw on a rather extensive network of actors such as companies, local employer- employee organizations, local educational institutions offering Labour Market Educations. If any of these actors realise inadequacies in the curricula of existing courses or the need for new courses they can contact the Continuing Education Committee, which will start a formal analysis. Ideally therefore the Labour Market Education system is very reactive to a changing local context (Eva, 2008: 29-46).<sup>52</sup>

The role of the employer- and employee organizations is also quite prevalent at the very local level seeing as the boards as well as the Local Education Councils in the AMU Centres and the Technical- and Trade Schools still consist of representatives from different segments of these labour market organizations. Ideally this means that the employer- and employee organizations control

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<sup>50</sup> See the appendix for an organizational diagram.

<sup>51</sup> Rådet for Erhvervsrettet Voksen- og Efteruddannelse.

<sup>52</sup> See Lassen *et.al.* 2006 for a case study of how the Labour Market Education System interacts with local actors in training networks and what problems this demand oriented education system has.

most parts of the employment oriented adult education system from the recognition of skill needs on the labour market to the formulation of new courses and their implementation at institution level to make it fit with the very specific needs of the local labour market. Furthermore, the boards in concert with the local education councils are responsible for choosing which of the courses and programs that the Ministry of Education have acknowledged. In this way they choose what the supply of courses is going to be as well as their actual implementation.

The board of the AMU Centre in Aalborg has representatives from 3F (United Federation of Danish Workers)<sup>53</sup>, FOA (The Care and Service Union) as well as DI (The Confederation of Danish Industry) and Dansk Byggeri (The Danish Construction Association), the last two being employer organizations. Furthermore, the board has a representative from Region Northern Jutland.<sup>54</sup>

From the employee organizations the Technical college in Aalborg has on their board mainly has representatives from both the skilled- and unskilled workers unions such as Dansk Metal (Danish Metal Workers Union) Dansk EL-forbund (Danish Union of Electricians) and 3F (United Federation of Danish Workers). From the employer organizations DI (The Confederation of Danish Industry), Dansk Byggeri (The Danish Construction Association) and Dansk Erhverv (Danish Chamber of Commerce) are represented. Lastly the City council of Aalborg has a representative from the Socialdemocrats on the board.

On the board of the Trade colleges of the city, the employer organizations are represented by the Aalborg Chamber of Industry and Commerce, Dansk Erhverv (Danish Chamber of Commerce) and the a representative from the Financial sector in Aalborg. On the side of the employee organizations; HK (The Confederation of White Collar Workers) and FTF (The Confederation of Professionals in Denmark) are represented. Lastly, Region Northern Jutland has a representative.

These educational institutions are the main providers of employment oriented adult education in Aalborg and what is significant about the composition of their boards is that it mirrors the vocational segmentation of the Danish labour market. The AMU Centres were historically introduced to qualify often unskilled agrarian workers to enter the industry. The Technical Schools (formally recognized in 1907) has historically been under the control of the skilled workers introduced to protect their position in the wage and status hierarchy by controlling the inflow of new skilled workers (Kristensen, *et. al.* 2011: 89; Jensen, 2007: 54). The composition of the boards

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<sup>53</sup> Traditionally representing unskilled and low skilled workers.

<sup>54</sup> For a description of this see section „C. Overview of the governance system“ in WP 4.

of the Schools in Aalborg providing Labour Market Educations mirrors this historical vocational segmentation. In this respect Aalborg is rather unique in that in the majority of the country, due to political pressure all of these educational institutions have merged, blurring this segmentation of the labour market.

In the light of the above answering the question of who the main providers of education are, is difficult. One could say that the organization and provision of employment oriented adult education is led by the employer- and employee organizations in multi-level governance networks (Lassen, *et.al.* 2005). This has changed the steering principles away from a supply oriented focus towards a demand sensitive structuring of the supply and substance of the Continuing Vocational Education and Training. The role of the state is that it has internalized much of the financial costs of this system as well as of using the system (i.e. by heavily subsidizing the wages during education spells). The local municipal council play no formal role but is none the less represented in many of the networks.

### **3.2.5 How is education financed? (e.g. funding from local and national government, employment authorities, employers, participants themselves etc.)?**

Answering this question we need to distinguish between the *employed* and the *unemployed*. The education of the employed is largely financed from three sources; the state, the employers and from the general agreements.

As mentioned the state carries a very large part of the financial costs of running the *Labour Market Education System*<sup>55</sup>. Of the combined costs of supplying the education and training in this system the state contribution consists of two elements; fixed costs (subsidies based on rather fixed objective criteria, such as geographical situation, size of school etc.) and running costs (a subsidy equivalent to the „production“ of students (STÅ-takst) ). Combined, this state subsidy covers roughly 80% of the costs of providing the Labour Market Education programs and courses. The last 20% is covered by the participants in fees, largely paid by the employer. The percentage of total course costs covered by participant fee varies significantly between the different courses. In 2004 they varied from 7 to 21%.

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<sup>55</sup> The general adult education system is financed in much the same way as the Labour Market Education System.

Employed people covered by a General Agreement<sup>56</sup> have to varying degrees the possibility of participating in more or less fully funded self-imposed education. An analysis made in 2006 by the Tripartite Committee of the more than 1000 collective agreements on the private and public labour market revealed significant differences in the rights of the employed to education.

In the public sector the general picture is that the General Agreement outlines certain *possibilities* for Continuing Vocational Education and Training. In the private sector on the other hand this is a *right*. The right is in some cases extended based on seniority and in some cases it is not.

In the private sector on the part of the labour market covered by the LO General Agreement (circa 585.000 employees corresponding to 86% of the privately employed covered by a Collective Agreement) employees have the right to 1 to 2 weeks of Continuing Vocational Education and Training with pay each year. The weeks can be accumulated from year to year with a maximum of up to 6 weeks. Furthermore a large part of the employees covered by the LO General Agreements have the right to two weeks of continuing vocational education in relation with being laid off due to the closing of firms or the introduction of new technology leading to a rationalization of the work force in a firm (Tripartite Committee, 2006: 405-415).

When employees attend continuing vocational education the state reimburses a large part of the salaries paid by the employers. In this way, if the employer pays the participant his or her wage during educational leave the employer is reimbursed the Continuing Vocational Education Allowance (VEU-Godtgørelse) corresponding to highest level of unemployment benefits. If the employed is granted leave to attend education without pay he or she will receive the Continuing Vocational Education Allowance.<sup>57</sup> The same rules go for adults attending general adult education.

Turning to the unemployed, depending on to what extent the municipality complies with the legislation on activation, the municipality carries a bigger or lesser part of the financial cost of the benefits paid. For the insured unemployed the municipality carries 50% of the cost when the unemployed is passive (i.e. not in activation) within the period the legislation allows for, 25% if the citizen is in activation and 100% if the person is passive beyond the period the legislation allows

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<sup>56</sup> General Agreements cover close to 100% of employed people in the public sector, while roughly 80% of the privately employed are covered by a general agreement.

<sup>57</sup> This rather generous scheme was partly cut back by the previous liberal-conservative government in the General Agreements for 2011. The continuing vocational education allowance was lowered to 80% of unemployment benefits. This cutback was rolled back by the new Socialdemocratic centre-left government in the general financial agreements for 2012.

for. If the unemployed receives social assistance, the municipality carries 65% of the cost when the citizen is passive and 35% when the citizen is on some form of activation.

All activation measures such as The Womens Day School or the Craft House mentioned earlier are financed by the municipality. The cost of the courses attended under the right to six weeks of education extended to all unemployed is likewise financed by the municipality. In both cases however the municipalities are reimbursed 50% of the administrative expenditures for activation. 50% cost of the Educational Allowance (Uddannelsesydelser) is also refunded by the government.

### **3.2.6 What is the share of the city budget used for employment related education (EUR per inhabitant)?**

In this section we will only be looking at the share of the city budget used on activation measures falling under the category Training and Education and directed both at the insured and uninsured unemployed and.<sup>58</sup>

Estimating the precise share of the city budget used for employment related education is very difficult. The city councils Employment Committee, which oversees and administers the employment system and the activation efforts (activation, employment related education of unemployed, benefits etc.) is in 2012 expected to have expenses totalling EUR 259 mio. corresponding to circa 11.5% out of a combined municipal budget of EUR 2.2 bn.

Of the expected expenses held by the Employment Committee in 2012, roughly EUR 35.9 mio. are earmarked for activation measures (this does not entail the cost of benefit transfers) corresponding to 13.9% of the expenses held by the Employment Committee. However, unfortunately the data available does not allow us to isolate the activation effort with a clear education / training intent from the other more disciplinary activation measures.<sup>59</sup>

Table i in the appendix however gives a fairly good indicator of the priority the city places on employment oriented education / training of unemployed insured compared to other large cities in Denmark. This table shows that there are fairly large discrepancies between the cities in the extent to which they use regular education and training. Aalborg is here the city which by far sends most unemployed citizens into activation measures with an educational goal compared to the other cities. Divided into the schemes chosen for this table, 17.7% of the unemployed participating in one of

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<sup>58</sup> Since the cost of financing the Continuing Adult Vocational Education largely falls on the state and the employers, it is most relevant to look at the unemployed seeing as this is a group where the municipalities carries a large part of the financial liabilities.

<sup>59</sup> The municipality of Aalborg has been contacted regarding numbers showing expenses for activation measures with a clear educational / training intent. When / if they are able to provide the numbers they will be distributed to the FLOWS members.

these schemes were for example in Labour Market Education courses and programs. The comparable figure for the city of Randers was 8.8% and 8.3 for Esbjerg. Copenhagen came closest to Aalborg with 12.5% in up-skilling courses.

### **3.3 Educational policies of the city towards life-long learning (in relation to national policies)**

#### **3.3.1 Are there specific local policies and/or development plans for employment oriented lifelong learning/education in the city?**

The municipality of Aalborg has an Education Committee that deals with issues such as Aalborg as a student friendly city and the importance of Lifelong Learning. The committee consists of council members, representatives from the employer- and employee organizations and the educational institutions. In 2012 they formulated an education strategy for Aalborg for the period 2012-2014. Here emphasis is placed on how Aalborg municipality can facilitate a student friendly environment by supplying cheap student housing, cultural activities etc. The overriding premise is that Aalborg must attract and retain as many students as possible in order to supply the local labour markets with as qualified a workforce as possible. In this strategy lifelong learning is mentioned as a vital aspect. However, the Education Committee stipulates no specific actions or plans for how the municipality might further the process of lifelong learning. Instead they refer to the Jobcentre and the educational institutions providing Labour Market Educations (Municipality of Aalborg, 2012b: 19).

Referring to these institutions mirrors the partly compartmentalised employment oriented education effort between the employed and the unemployed. The unemployed are referred to the Jobcentres and some of them are allocated to the Labour Market Education system, where the unemployed- as well as the employed are requalified and upskilled. We will therefore shortly outline the specific policies and plans of the Jobcentre in Aalborg and the main education institution providing Labour Market Education; the AMU Centre in Aalborg.<sup>60</sup>

Each year the Ministry of Employment send out a number (usually 3 or 4) of priority areas where the municipal Jobcentres are obliged to direct their activation efforts. In the wake of the formulation of these priorities the Jobcentres analyse how the municipality is faring in these areas and proposes

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<sup>60</sup> All schools providing Labour Market Educations are required to work out and publish a supply-strategy. This however is not followed by all schools in Aalborg. The Labour Market Education School has however presented such a strategy and is therefore chosen.

how to react in the Employment Plan (Beskæftigelsesplanen). For 2012 the priority areas from the Ministry of Employment are;

*The unemployed must return to the labour market as quickly as possible, i.e. to reduce the proportion of the unemployed with more than three months of consecutive unemployment spell.*

*More help to the unemployed edging on entering the permanent transfer schemes, here focus is especially on setting in with efforts directed at unemployed edging on an incapacity benefit.*

*Young unemployed under 30 must to the furthest extent possible be in job or in a formal education.*

This counts for young people on all transfer schemes, i.e. social assistance, unemployment insurance and sickness benefit etc.

*More immigrants must enter the labour market.*

With an outset in these broad priority areas and an assessment of the employment effort of previous years the Jobcentre in Aalborg has presented an Employment Plan. This plan will act as the overall guide stick for the activation effort as well as a plan for employment oriented lifelong education of the unemployed in the city in the city. Based on the analysis of how the municipality is faring in the priority areas a number of very concrete targets within the areas mentioned above are outlined for the coming year (i.e. specific number of unemployed in company internship, off the permanent benefits etc.). The Jobcentre is then measured up against these targets in the next yearly revision.

Looking to the supply strategy for courses and programs for the AMU Centre in Aalborg the school highlights as its main purpose to

*”meet the demands for qualifications and skills at the local firms and individuals with an eye to facilitating a flexible labour market. The potential of- as well as the challenges and problems facing the trades, businesses and employees is therefore the main focus of the school.”<sup>61</sup>*

The school has eight centers of competence offering courses focused on nine different areas of the labor market; Transport and Logistics, Service occupations, Organizational management, Electronics and Technology, IT, Gardening, Process management in production, Building and Construction. Covering these areas they provide more than 800 programs and courses.

Furthermore, these competence centers offers public and private firms with education planning, guidance regarding organizational management, product development and production rationalization. In this process the school seeks to collect data and knowledge regarding mismatches

between education provided and skills needed in the local labour market.

In relation to this, it is a stated goal of the school to seek to establish knowledge centers in relation to the competence centers, which can accumulate and analyze the collected data and establish contact to the local labour markets on a more permanent basis.

Lastly, the center seeks to further strengthen the contact and cooperation with the local Jobcentre and other educational institutions.<sup>62</sup>

### **3.3.2 What are the main aims of such policies? Are there some specific groups that are targeted? Are there any specific policies for women / certain groups of women?**

When it comes to the Employment Plan stipulated by the Jobcentre, the name is not just semantics. The financial reimbursement system governing how large a percentage of the costs of cash benefits to the insured and uninsured unemployed the municipality will carry briefly, outlined earlier, gives the municipality the incentive to push for a policy that send unemployed back into employment as quickly as possible.

In the employment plan it is stipulated that certain groups should be focussed on in special ways. This can be seen in the very specific targets against which the performance of the Jobcentre measured. These are;

The number of people with an unemployment spell above three months must be limited to 4.501 in December 2012, corresponding to a decrease of 5% from December 2010.

The number of persons on more permanent cash transfer (flex job or early retirement) must remain constant from the December 2010 level.

The number of young people on cash benefits must be limited to 4.185 in December 2012, corresponding to 8.2% from the level in December of 2010.

Lastly, the number of people on sickness benefits must decrease by 8% in December 2012 compared to the level in December 2010.

In the Employment Plan there are a number of ways in which the Jobcentre seeks to engage with these specific groups through employment oriented education.

For people who have just exited the labour market the Jobcentre will seek to guide them either towards ordinary education or if they are insured towards utilizing their right to six weeks of free



Labour Market Education.<sup>63</sup> Young social assistance claimants (18-25) will within two weeks be assigned a guidance councillor who will guide them regarding entering ordinary education. Furthermore the Jobcentre has a focus, when they guide unemployed to ordinary education, the six weeks self-imposed or just regarding job openings to urge the unemployed to transcend vocational boundaries (proposing a former metal worker to seek jobs in the public or private services). For all unemployed groups the municipality will make use of company internships either with wage subsidies or just with the social assistance or unemployment benefits. This is seen as a way to maintain and even improve the skills of the unemployed (i.e. as a sort of education) (Municipality of Aalborg 2012c: 15). As such, company internship is a very widely used scheme (see tables g and h in the appendix). Another scheme related to internships is so-called Job rotation scheme. Job-rotation happens when an employee upgrades his or her skills during the day and an unemployed person holds the job in the meantime giving that person on-the-job training. It is not possible to clarify in numbers of how widely used this policy is, but all the respondents interviewed for WP4 acknowledge that the policy is fairly widely used, albeit primarily in the public sector. Lastly, schemes such as the Womens Day School and the Craft House may be held out as examples of programs with elements of education and personal development of the attendees.

The AMU Centre caters mainly to different employed groups on the labour market. However, in its supply strategy it states that one of its main aims is to avoid a situation where the labour market has a shortage of skilled labour with the right skills, while a large group of unskilled are unable to enter the labour market. The group of unskilled workers can therefore be seen as a priority group for the AMU Centre.

Regarding specific policies for both employed and unemployed women, both the analysis of main policy documents and the interviews made with main stakeholders<sup>64</sup> in the local policies for employment oriented lifelong learning, showed that the gender perspective was largely absent. Both the the department head of the Family and Employment Administration and the director of the

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<sup>63</sup> Regarding the six-weeks self-imposed education, the insured unemployed has a right to this. The municipality carries the cost and cannot turn a request made by an insured unemployed down. Uninsured can apply for courses at for example Labour Market Education schools, but the municipality is not legally obliged to grant this. When considering whether or not to allow and finance potential education for uninsured unemployed, besides obvious financial considerations, the Jobcentre is to use a special online data base called Labour Market Balance (Arbejdsmarkedsbalance), that shows the unemployed by profession as well as the job vacancies by profession. This should ideally give the case workers at the Jobcentres a picture of the discrepancies between supply and demand on the local labour markets.

<sup>64</sup> The chairwoman of the Family and Employment Administration and chairwoman of the Social Committee<sup>64</sup>, the department head of the Family and Employment Administration, the director of the Jobcentre, a representative from the The Confederation of White Collar Workers (HK) and a representative from the Womens Day School.

Jobcentre acknowledged that certain groups of women can have specific barriers obstructing them to enter the labour market, such as insufficient skills etc. However, they both highlighted that the law is gender neutral, in that the offers and services offered to the unemployed must take the individuals predispositions as its starting point, and engage with this, enabling the individual to overcome these<sup>65</sup>. The department head of the Family and Employment Administration did however state that the focus of his department was and is the weakest groups, seeking to avoid the social marginalisation of these groups. His focus however transcended gender.

When asked specifically to gender the director of the Jobcentre said that his aim was to seek a balance between the genders in that ideally men and women should have equal levels of participation. He referred to the statistics and highlighted that previously the participation rate of men was higher than that of women. He noted however that this picture has changed, a higher percentage of women participate in the labour market and are increasingly better educated. He contrasted this to the intensification of skills demands on the labour market and especially in the male dominated industries and concluded that the real challenge in at the moment in Aalborg is not female employment, but that of male unemployment and skill deficiencies. Furthermore, he stated that the Jobcentre actively tried to facilitate a breakdown of the occupationally gender segregated labour. Focus here was especially to try to guide and educate men towards the service sector and even the public caring service sector.

When asked about the lifelong learning system in the city from a gender perspective with a focus on the labour market participation of women, the representative from The Confederation of White Collar Workers<sup>66</sup> (HK) was likewise somewhat dismissive. In his opinion the programs and policies when it comes to lifelong learning allowing women to re-enter the labour market was in place. The real problem was to convince his members to utilize these possibilities to a greater extent. He did however express some reservation towards the Jobcentre using company internships to the extent it does and was reluctant to call it education or retraining.

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<sup>65</sup> Indeed looking to the preambles of the laws governing the social policy delivered by the municipality gender is not mentioned. Instead it is clearly stated that the premise for social policy and employment policy is to facilitate that the individual to the furthest extent possible is able to care for themselves and if this is not the case, the effort put forward by the municipality must take as a starting point the challenges of the individual.

<sup>66</sup> This union has many of the publicly and private employed women in the city of Aalborg as its members.

### 3.3.3 Who are the main actors formulating these policies

When it comes to the Employment Plan a number of actors and groups are heard, but a limited number holds actual influence on the content of the plan. Three committees are heard; the Regional Employment Council, the Local Employment Council and the local councils Employment Committee. The first two councils have representatives from employer- and employee organizations and are the platforms from which the social partners can influence the policies regarding the unemployed. Studies have shown however that since the employment effort and much of the financial responsibility was placed with the municipalities in 2009, the influence of these councils have diminished (Larsen, 2009; Bredgaard, 2011). Instead the influence of the local council through the Employment Committee is dominating the employment effort today. The director of the Jobcentre confirmed this picture in the interview.

Regarding the policy and plans of the AMU Centre and which actors formulate these, as mentioned earlier (in section 3.1.) it is the board of the AMU Centre advised by local education councils, which formulate the policies and apply for the programs and courses from the Ministry of Education. The board of the Labour Market Education School in Aalborg has representatives from 3F (United Federation of Danish Workers)<sup>67</sup>, FOA (The Care and Service Union) as well as DI (The Confederation of Danish Industry) and Dansk Byggeri (The Danish Construction Association), the last two being employer organizations. Furthermore, the board has a representative from Region North Denmark.

In the local employment councils it is largely the same employee organizations which are represented. From the employers representatives from specific large firms in the area are also represented alongside the formal employer organizations.

### 3.3.4 Partnerships and cooperation between different actors?

As described the educational institutions facilitate close knit and formalized cooperation between different actors and organizations. In the corporatist boards and councils affiliated with the schools the local employers and employees are represented. Furthermore representatives from the local and regional councils are represented in the boards of the schools. When it comes to the formulation of the early Employment Plan the social partner should ideally have some say over the final plan. In

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<sup>67</sup> Traditionally representing unskilled and low skilled workers.

reality however, it is the local council through the Employment Council which have the final say over the structure and content of the plan. Conversely one might add that when it comes to the dispositions and strategy of the educational institutions, the local politicians, though represented, play a marginal role.

Another platform of cooperation is the Continuing Adult Education Centres (VEU-Centres) established in early 2010. Politically it was realized that by increasing the participation fees, the politicians had introduced a marketized competition between the educational institutions, which had led to sub optimal outcomes. This was manifested by a decrease in cooperation between the schools and that schools began to provide the same courses etc. To counter this eight VEU-Centres was introduced in the country. The centre covering Northern Jutland is located at the AMU Centre. Today this acts as a platform for coordination between the different schools providing Labour Market Educations. It acts as a one stop shop for companies who are interested in up skilling their workforce due to the introduction of new technology, etc. Furthermore, the director of the Jobcentre and representatives of the local employer- and employee organizations are represented.

During the interview the director of the Jobcentre described how this platform of cooperation can work. When asked he said, that in a situation where for example the number of unemployed women increased dramatically, he would contact the employee organizations experiencing the increase and ask them what they saw as the problem. If they said that the problem was a lack of sufficient skills he would contact the educational institutions, firstly because they supply the educational programs and secondly because of their close contact with the employers of the region. The different platforms for cooperation described would then be used to coordinate efforts. The platforms for coordination and cooperation also allow for ad hoc cooperation on particular issues.

The outcome of such ad hoc processes is the recently presented Youth Strategy 2010-2012 (Unge Strategien for Aalborg Kommune). The government stated a goal saying that by 2015 95% of a youth cohort should attain an education. To put this goal into a strategy for the municipality it set up a task group consisting of a broad range of representatives from parent groups, primary, secondary and Labour Market Schools as well as employer- and employee organizations. A similar corporatist strategy has been launched to combat long term unemployment. Here focus is more on initiatives directed towards elderly citizens 40+ (Municipality of Aalborg 2012c: 17).

### 3.3.5 Are there specific features in local education policies compared to national policies?

When it comes to features of the local education policies towards the unemployed, the municipality of Aalborg is subject to the same financial incentives as the other municipalities meaning, that in times of rising and high unemployment rates, the ordinary education efforts are scaled down. Focus is instead in company internships (see table g and h). What is different however is the level of cooperation between the municipality and the social partners on different issues. Looking solely at the Employment Plan the interviews conducted as well as previous research show that in Aalborg as in the rest of the country, the influence of the social partners is quite low. The director of the Jobcentre stated however, that on ad hoc initiatives such as the Youth Strategy and the Strategy against long term unemployment, the policy formation process in Aalborg is exceptionally corporatist compared with other municipalities.

Looking to the supplied courses and programs at the educational institutions providing Labour Market Education, the supply will invariably mirror the demand in the local labour market. A measure of difference between supply in Aalborg compared to other regions must therefore be expected.

### 3.3.6 Are these policies formulated more at the local or national level?

The target groups of the unemployment policies are set out by the Ministry of Employment and the financial system reimbursing the municipalities for their employment effort to a very large extent set the framework for what is possible when it comes to the policies directed towards the unemployed.<sup>68</sup> In relation to this new financial governance system arguments have been made that the discretionary room in the local Jobcentres to match appropriate policies to specific problems (i.e. more education to upgrade skill levels to match the demand in the labour market) have largely been removed (Jørgensen *et. al.* 2009). However looking to table i in the appendix we see the full time participants (insured unemployed adult; 24-64) in different activation measures in the last quarter of 2011 in the six largest cities in Denmark. What this table show is that there are fairly large discrepancies between the cities in the extent to which the insured unemployed utilize their right to regular education and training (i.e. six weeks self-imposed education). Aalborg is here the city which by far sends the largest share of unemployed into ordinary education compared to other

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<sup>68</sup> This financial structure was put in place following evaluations of the employment and activation efforts showing that the work first strategy of the liberal conservative government was not implemented fully. Involvement of the social partners as well as resistance from the front line case workers towards the work first strategy created an implementation deficit (Bredgaard, 2011).

activation measures. Divided into the schemes chosen for this table 17.7% of the unemployed participating in one of these schemes was for example in Labour Market Education courses and programs. The comparable figure for the city of Randers was 8.8% and 8.3% for Esbjerg. Copenhagen came closest to Aalborg with 12.5% in up-skilling courses.

The organizational reforms of the employment system introduced by the former liberal conservative government in two waves in 2007 and 2009 have without a doubt meant that the policies regarding to what extent unemployed are allocated to lifelong learning programs and courses are formulated more at the national than the local level today. However, as the table shows, the discretionary room of the local jobcentres and the local council is not gone altogether. An emphasis is still in Aalborg put on placing the unemployed in lifelong learning programs despite the fact that it is more expensive for the local council than for example company internships. Furthermore, the extent to which the different local councils in Denmark co-opt the social partners into the policy process when the nationally defined employment targets have to be operationalized and implemented is very different. Here Aalborg tries to draw the partners into the process when deemed beneficial and the cooperation platforms in the different local councils and committees are used by the local policy makers when necessary.

### **3.4 Affordability and accessibility of education**

#### **3.4.1 What are the economic possibilities for women to participate in education**

To answer this we have to divide women into different groups; unemployed entering into the six weeks self-imposed education and employed women participating in a Labour Market Education programme or course. Besides these groups we have women entering into ordinary education. For these women a range of possibilities for needs based financial support is possible.

For *unemployed women* entering into the six weeks of self-imposed education the participant fee of an average of 20% that otherwise the employers pay is not in effect. The municipality covers the expenses for the educational program or course. During the period you attend said course or program you are entitled to an Educational Allowance (Uddannelsesyddelse) which is equivalent to

the unemployment insurance you receive.<sup>69</sup> Furthermore, if you participate in educational activities at institutions located more than 120 kilometres from own home you are entitled to having the expenses for board and lodgings covered by the municipality.

Turning to the economic possibilities for *employed women* to participate in education, the rules and framework described in section 3.5 about how education is financed largely answers the question here. But to sum it up; when employed attend Continuing Vocational Education and Training the state reimburses a large part of the salaries paid by the employers. In this way, if the employer pays the participant his or her wage during educational leave the employer is reimbursed the Continuing Vocational Education Allowance (VEU-Godtgørelse) corresponding to highest level of unemployment benefits. If the employed is granted leave to attend education without pay he or she will receive the Continuing Vocational Education Allowance. The same rules go for adults attending general adult education (Tripartite Committee, 2006: 127-132). A survey conducted in 2005 showed that almost no participants in Continuing Vocational Education and Training experienced a drop in income during the education spell (Tripartite Committee, 2006: 307).

For *women entering into ordinary education* the Government Educational Allowance (Statens Uddannelsesstøtte) is the basic income granted to you. This amounts to a monthly gross transfer of EUR 760. To top this up as a student you are eligible to take out a Government Student Loan (Statens uddannelsesstøtte lån). This amounts to a monthly transfer of EUR 398. This amounts to total of EUR 1158 per month.

If you have children you are entitled to a number of supplements. First, you are entitled to borrow an additional EUR 194 per month from the Government Student Loan scheme. Secondly, you receive the Child Allowance for each child. It is paid on a quarterly basis and is graded according to the age of the child; 0 – 2 years of age: EUR 573; 3 – 6 years of age EUR 453; 7 – 17 years of age EUR 377.

For women entering into ordinary education *Adult Apprenticeship* might be a possibility. The educations covered by this scheme are vocationally oriented 2 to 4 year programs at the ISCED 3C level (i.e. hairdresser, carpenter etc.). The condition is that you have turned 25 when the education begins. Under this scheme you are guaranteed the minimum wage within the occupation you are

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<sup>69</sup> In 2012 the highest amount you can receive in unemployment benefit is a monthly gross payment of EUR 2.294. In order to be eligible for this you must earn a monthly gross wage of EUR 2770. Since the majority of Danes earn more than the stipulated gross EUR 2.770 per month the income related unemployment benefit scheme is approaching a flat rate scheme (Goul-Andersen, 2011: 9).

working in. Facilitating this wage level the Jobcentre / the municipality pays the employer having the apprentice in an apprenticeship, up to EUR 4 per hour.

Furthermore, the Housing Allowances (boligsikring and boligstøtte) constitutes a significant supplement for low income groups such as students, pensioners or households with children. It is a means tested benefit for households living in third sector or private rental housing. In 2006 530.000 households in Denmark received this allowance equivalent to one fifth of all Danish households, with a total cost of 0.7% of the GDP (OECD, 2006: 118). Testing for eligibility the municipal looks at the combined household income, the rent, the size of the dwelling, the number of people (and dependent children) in the household.

The household will always need to pay a minimum of the rent themselves (in 2012 EUR 3.026).

The Housing Allowance can at the most consist of 15% of the rent with a maximum of EUR 5.315 per year in 2012. The level will depend on the means test. If there are children in the household this is increased with a maximum of 25% (in the case of four children in the household). This allowance is not taxable.

### 3.4.2 What are the entrance requirements?

There is no entrance requirement for six weeks of self-imposed education for insured *unemployed*. It is a right extended to people who are members of an unemployment insurance fund. For the uninsured unemployed entering into a Labour Market Education scheme is not a right. The municipality assess whether or not it wishes to grant such a course. The assessment made by the municipality is based on the demands for labour on the local labour market as well as financial considerations.

The entrance requirements for *employed women* to participate in education are very much dependent on the General Agreements on the part of the labour market which the woman is a part of. Furthermore, it depends on how proactive the employer is when it comes to engaging in requalifying and upskilling their workforce.

The personal entry requirements for entering into an Adult Apprenticeship scheme is that the woman must be aged 25 years and that she is unemployed.



### **3.4.3 How can childcare (or other care responsibilities) be organised during the education?**

As described in Work Package 3 „Child care“, it is a right of the parent to have your child minded for when it has reached 26 weeks. Furthermore, as is evident in section 6 in Work Package 3 „Child care“, the so-called „Free Place Subsidy“ means that for households with a combined gross income of less than EUR 20.370 per year (which includes most students), child care is free of charge.

### **3.4.4 Is there vocational & career guidance available?**

For the unemployed the case workers at the Jobcentre act as career guides. The unemployed might also be allocated to a „Clarification Course“ with a duration period of either more or less than four weeks of duration. Here job coaches guide the unemployed regarding further education or job possibilities.<sup>70</sup> The Womens Day School is another example of a somewhat more meaningful program specifically designed to helping women clarify what they want to do.

The schools supplying Labour Market Education programs and courses have furthermore often consultants who visit local employers to establish contact and guide them regarding potential further upskilling of their employees.

### **3.4.5 Does supply and demand for education meet?**

Due to how the Labour Market Education programs and courses are financed (according to how many students they have), the supply is considered to meet the demand. Furthermore, due to cooperative process around which the educational institutions establish the supply of different courses the range of programs supplied as well as their content should ideally fit the demand of the local labour market.

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<sup>70</sup> The quality of these courses have been questioned. They are categorized as „Activation measures“ in table i.

### **3.5 Educational policies and programmes for specific groups of women**

#### **3.5.1 Are there educational policies and programs for specific groups of women**

The municipality has a range of programs for more or less socially marginalised women at different ages, such as the Womens Day School or a program called „Young and Pregnant“ aimed mainly at young women with children or pregnant. These programs aim at self-development and try to help the women clarify and figure out what education she wants to enter in to.

The AMU Centre in Aalborg provides a number of their programs specifically aimed at immigrants with language difficulties. They are however not aimed specifically at women.

In general the educationally oriented employment effort as well as the programs provided at the educational institutions supplying Labour Market Education programs are rather gender-less, in the respect that they are not explicitly aimed at either gender.

#### **3.5.2 Are unemployed women (or women outside the labour force) encouraged or even forced to participate in training (activation programmes)? What kind of training is available for them? Is this training effective in helping women to find employment? What is the percentage of women compared with men participating in such training who find employment after training courses?**

Due to the financial reimbursement system, governing how large a percentage of the cost of benefit transfers the state reimburses the municipalities, the municipalities have an incentive to activate the unemployed women as soon as possible after they have become unemployed. The law however stipulates when the unemployed must be in some kind of activation / training.

For social assistance claimants the conditionality depends on your age:

30+ have a right and a duty to accept activation after 9 months.

20 – 29 have a right and a duty to accept activation after a period of 13 weeks.

18 – 19 have a right and a duty to accept activation after 4 weeks.

If the municipality does not offer the social assistance claimant activation measures within these stipulated time frames, the reimbursement from the state drops (see section 3.5).

For insured unemployed claiming unemployment insurance:

≥29 have the right and duty to accept activation after 3 months.

30 – 59 have the right and duty to accept activation after 9 months.

60+ have the right and duty to accept activation after 6 months.

If the municipality does not offer the unemployment insurance claimant activation measures within these stipulated time frames, the reimbursement from the state drops (see section 3.5).

The municipalities have a variety of different activation programs, which can be divided broadly into three categories: Education / Training, Internships and Activation measures.

Education and Training covers actual requalifying courses and programs, very often within the Labour Market Education System, at some of the educational institutions supplying these courses and programs. The insured unemployed have a right to six weeks of self-imposed education. The uninsured do not. For this group it is very much up to the individual Jobcentre whether or not they want to invest in such a course.

Internships in private or public companies with or without wage subsidies, is a very used activation measure for both the insured and uninsured unemployed (see tables g, h and i in the appendix). This kind of activation is considered in the Employment Plan for Aalborg as a measure with an educational content.

Activation measure on the other hand is somewhat of a collective name for a very wide range of programs with varying aims and purposes. It covers for example the Womens Day School as well as the Carft House, both programs with a clear intent on personal development and guidance towards starting ordinary education. However, it also covers programs with very little or no intent towards personal development or networking.

Whether or not activation as a collective name for all the activation measures and education / training specifically are helping insured and uninsured unemployed women back into the labour market compared to men in the same situation is evident in tables j to m in the appendix.

In table j and k we see the share of insured and uninsured in employment after participation in education / training after a period 3, 6 and 12 months. In both tables it is clear that both in Aalborg and on a national basis, a significantly larger share of men participating in education / training, than women return to the labour market in the months after participating. As an example, in the first quarter of 2011 11.2% of uninsured women are not unemployed within 3 months after participating in education / training in Aalborg. The equivalent number for men is 21.8%. In the second quarter of 2011 11.8% of insured women are not unemployed within months after participating in education / training in Aalborg. The equivalent number for men is 26.2%. The same trend was evident on a national basis.

Same trend is clear, albeit less pronounced, if we take all kinds of activation together as one variable instead of isolating education / training. As an example in the first quarter of 2011 27% of insured women in Aalborg were not unemployed 3 months after participating in some form of activation. The equivalent numbers for men were 31.3%. In the first quarter of 2011 15% of the uninsured women in Aalborg who had participated in some measure of activation could no longer be characterized as unemployed. The equivalent number for men is 19.9%. The same trend is evident on a national basis.

As a disclaimer for these numbers it must be said, that whether or not we are actually seeing the causal effect of activation and education / training on reemployment is difficult to say. It would have benefitted if we had information on the unemployment spell of participants before participating in activation. This would have allowed us to conduct „fixed effects“ measurements of the activation effect. Furthermore, the data concerning participants in education / training does not allow us to see the actual populations. This can explain some of the outliers such as in table j, first quarter 2011, share not unemployed after 3 and 6 months in Aalborg. Here the effect of education / training on men is drastically higher than that of women.

This being said the trend seems quite clear both in Aalborg and on a national basis; men seem to benefit more from education / training and activation in general than women.

## Appendix for Elderly Care

**Table 2: Measuring the welfare mix in social services related to elderly care**

**Please indicate to which degree the different types of providers contribute to the provision of services for elderly care**

	Type of contribution	Relative importance of this type of provider
<b>Organisations of public sector</b>	Institutional care in nursing homes and less care intensive residential homes. Home care in the form of practical care and personal care	<u>Practical care:</u> Denmark: 58.5% Aalborg: 63.9% <u>Personal care:</u> Denmark: 96.1% Aalborg: 89.5%%
<b>Organisations of non-profit sector</b>	29 care homes exist in Denmark run by a non-profit private Christian organisation. The funding comes solely from the municipalities which dispose over the places at the home.	Marginal
<b>Firms of for-profit sector</b>	After the Law on Free Providers enacted in 2003 private for-profit providers have been free to provide practical- as well as personal services.	<u>Practical care:</u> Denmark: 41.5% Aalborg: 36.1% <u>Personal care:</u> Denmark: 3.9% Aalborg: 10.5%
<b>Private households</b>		
- <b>Caring family members</b>	Four schemes: Care Remuneration: Close relatives to terminally ill, have the right to care for them, until they pass away. Citizen-regulated Personal Assistance: If the care-receiver is entitled to more than 20 hours of help per week, a private person appointed and employed by the care-receiver may facilitate the help  Schemes under §94: Mostly used with practical help. The care-receiver can take on a neighbour or relative to provide help. The care-giver will be paid by the municipality.	No data exist on how many use the Care Remuneration scheme.  Citizen-regulated Personal Assistance §95-96: Denmark: 1400 Aalborg: 50 §94 a and b: Denmark: 600 Aalborg: 10 <sup>71</sup>

- Informal employees who are employed by care recipient or her/his family (like female migrants)

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<sup>71</sup> These numbers are estimates based on correspondence with the administrative head of section in the City of Aalborg senior care and Local Government Denmark

## Appendix for Child Care

### Charge paid by parents in various forms of public childcare divided by age groups

Source: Statistics Denmark

#### Age 0-2 years

	Yearly charges per child (EUR)	2007	2008	2009	2010	2011
Age integrated institution	Aalborg	4198	4323	4464	5543	4545
	Denmark	4103	4204	4493	4867	4409
	% of national average	102,3	102,8	99,3	113,9	103,1
Nursery	Aalborg	4198	4323	4464	5543	4545
	Denmark	4162	4280	4508	4749	4376
	% of national average	100,9	101,0	99,0	116,7	103,9
Public daycare	Aalborg	3185	3267	3429	3636	3636
	Denmark	3046	3170	3360	3537	3617
	% of national average	104,6	103,0	102,0	102,8	100,5

#### Age 3-5 years

	Yearly charges per child (EUR)	2007	2008	2009	2010	2011
Age integrated institution	Aalborg	2202	2254	2358	2439	2446
	Denmark	2292	2347	2498	2821	2513
	% of national average	96,1	96,0	94,4	86,4	97,3
Kindergarten	Aalborg	2202	2254	2358	2439	2446
	Denmark	2196	2256	2368	2570	2400
	% of national average	100,3	99,9	99,5	94,9	101,9

### Age 6-9 years

	Yearly charges per child (EUR)	2007	2008	2009	2010	2011
Age integrated institution	Aalborg		2055			2245
	Denmark	1705	1623	1765	1790	1750
	% of national average		126.6			128.2
After-school care	Aalborg					2287
	Denmark	1781	1675	1758	1764	1765
	% of national average					
After-school centre	Aalborg	2010	2069	2152	2219	2236
	Denmark	2079	2160	2330	2443	2480
	% of national average	96,7	95,8	92,4	90,8	90,2



## Affordability of child care services in relation to average disposable incomes<sup>72</sup> in different family forms

Source: Statistics Denmark

### Age 0-2 years

	Yearly disposable income for selected groups with children (EUR)			
		Single women	Single men	Families <sup>73</sup>
	Aalborg	34.678	36.778	62.339
	Denmark	35.686	40.234	64.227
Age integrated institutions	% of disposable income in Aalborg	3.5	5.6	7.3
Nursery	% of disposable income in Aalborg	3.5	5.6	7.3
Public day care	% of disposable income in Aalborg	5.1	8.3	5.8

### Age 3-5 years

	Yearly disposable income for selected groups with children (EUR)			
		Single women	Single men	Families
	Aalborg	34.678	36.778	62.339
	Denmark	35.686	40.234	64.227
Age integrated institutions	% of disposable income in Aalborg	2.2	3.8	4
Kindergarten	% of disposable income in Aalborg	2.2	3.8	4

### Age 6-9 years

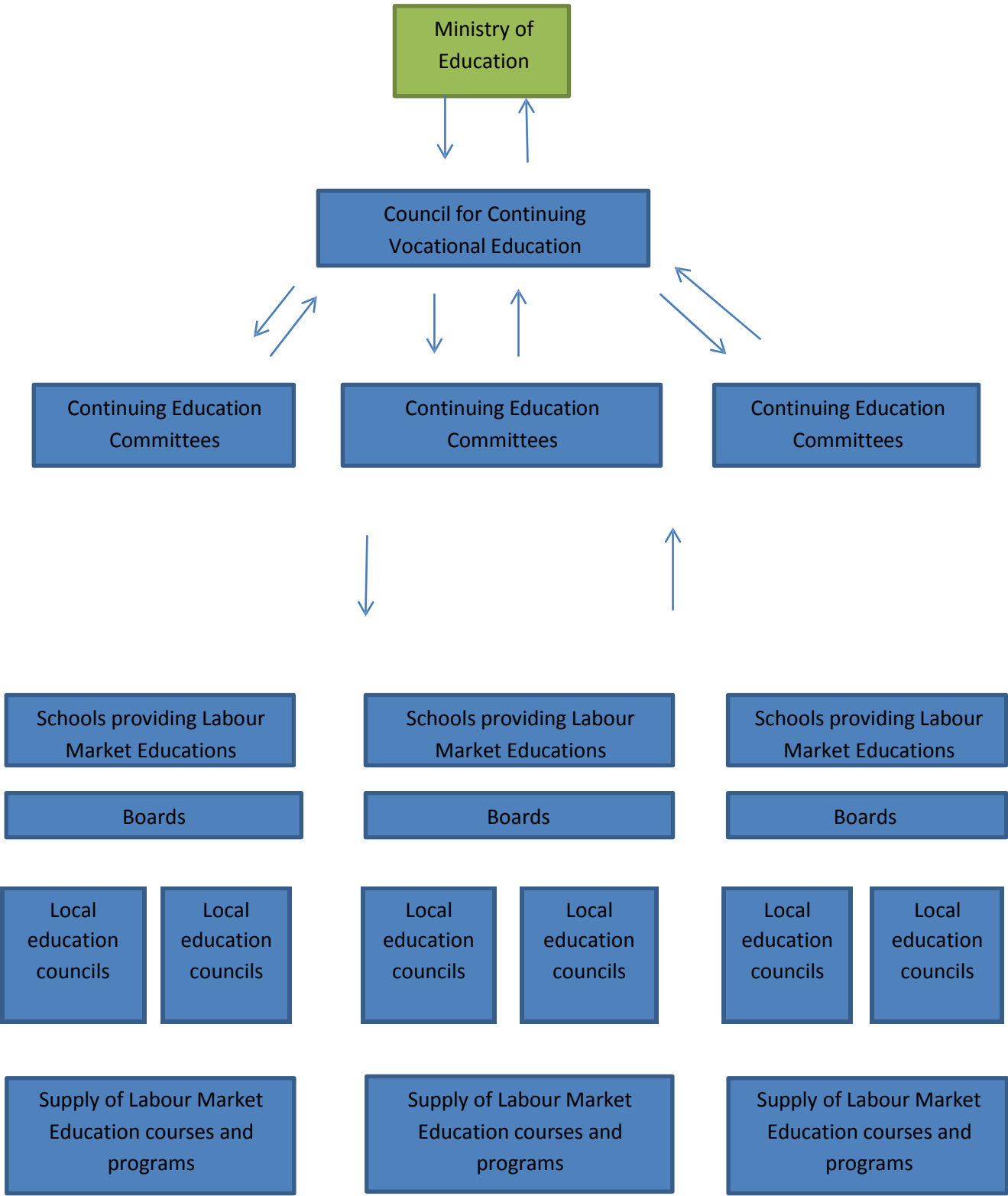
	Yearly disposable income for selected groups with children (EUR)			
		Single women	Single men	Families
	Aalborg	34.678	36.778	62.339
	Denmark	35.686	40.234	64.227
Age integrated institutions	% of disposable income in Aalborg	0.7	1.3	3.6
After-school care	% of disposable income in Aalborg	0.8	1.4	3.6
After-school centre	% of disposable income in Aalborg	0.6	1.2	3.5

<sup>72</sup> Disposable income is calculated as total Income (total income of both private- and public sort, including all public cash transfers such as unemployment benefits, child allowances and housing benefits), minus income taxes and labour market contributions.

<sup>73</sup> The average family income in Aalborg is equivalent to the income cut off point where households are no longer eligible for free place subsidy.

Appendix for Lifelong Learning

Figure 1: Organizational diagram of the Labour Market Education System



**Table a: Men, Aalborg, 2010: number of course participants in the course of the year**

	<b>25- 29 years</b>	<b>30- 34 years</b>	<b>35- 39 years</b>	<b>40- 44 years</b>	<b>45- 49 years</b>	<b>50- 54 years</b>	<b>55- 59 years</b>	<b>60+</b>
<b>General Adult Education</b>	253	156	216	212	183	289	265	222
<b>Labour Market Education System</b>	3486	2839	3169	3201	2980	2469	2161	1011
<b>Long post-secondary tertiary education ISCED level 5B</b>	186	220	205	130	118	68	48	2
<b>Diploma / Masters level</b>	45	55	58	33	32	35	10	5

*Source: Statistics Denmark* Notes: Participants is to be understood as persons who have entered into a state recognized and subsidised requalifying educational program at the given educational institution or alternatively at a given work place / firm. The course is finished with an exam. This exam will award the participant with a state-wide recognized diploma in the given field. The table does not count in persons in ordinary education (e.g. enrolled university students).

**Table b: Women, Aalborg, 2010: number of course participants in the course of the year**

	<b>25- 29 years</b>	<b>30- 34 years</b>	<b>35- 39 years</b>	<b>40- 44 years</b>	<b>45- 49 years</b>	<b>50- 54 years</b>	<b>55- 59 years</b>	<b>60 +</b>
<b>General Adult Education</b>	244	212	233	302	267	148	182	253
<b>Labour Market Education System</b>	2230	2278	2397	2805	2827	2492	1959	594
<b>Long post-secondary tertiary education ISCED level 5B</b>	174	293	364	343	355	220	103	17
<b>Diploma / Masters level</b>	33	47	41	43	36	41	5	3

*Source: Statistics Denmark.*

**Table c: Attendance in adult education according to main occupation, Denmark, 2004 (%)**

	<b>Self-employed</b>	<b>White collar</b>	<b>Skilled blue collar</b>	<b>Unskilled blue collar</b>	<b>Other</b>	<b>Total</b>
<b>General adult education</b>	8.2	36.2	14.4	22.5	18.6	100
<b>Labour market education</b>	6.8	32	25.6	22.7	12.9	100
<b>Advanced vocational education</b>	5.4	64.5	14.1	4	12	100
<b>Courses organized by firms</b>	1.3	64.2	15.6	9.3	9.7	100
<b>Privately organised courses</b>	10.9	61.3	14.4	5.6	7.8	100
<b>All</b>	5.3	60	15.8	9.2	9.7	100
<b>Population</b>	9.1	48.9	17.3	14.2	10.3	100

*Source: AKF (2005) Analysis regarding Continuing Adult Education: a user survey.*

**Table d: Course participation by highest education attainment, men, Aalborg, 2010**

	General education school	Vocational schools	Labour market education schools	Occupationally specific tertiary Educations	Masters level
General Education	2007	9	6294	62	0
Vocational education	775	26	13578	299	14
Occupationally specific tertiary Educations (ISCED 5B)	81	18	2385	660	131
Masters level (ISCED 5A)	14	7	446	220	107

Source: Statistics Denmark, Register data

**Table e: Course participation by highest finished education, women, Aalborg, 2010**

	General education school	Vocational schools	Labour market education schools	Occupationally specific tertiary Educations	Masters level
General Education	2249	23	4761	65	7
Vocational education	459	53	9911	451	4
Occupationally specific tertiary Educations (ISCED 5B)	162	29	2870	1468	131
Masters level ISCED 5A	32	6	537	232	87

Source: Statistics Denmark, Register data

**Table f: Participation of adults (24-64) in adult education and training (within 4 weeks), 2008-2010, (%)**

	2008	2009	2010
Denmark	30	29	30.8
Copenhagen	34.2	35.1	36.1
Zealand	27.4	29	30.8
Southern Denmark	28.1	29.3	30.2
Mid-Jutland	29.3	31	32.6
Nothern Jutland	29.3	31	32.6
European Union (27)	9.4	9.3	9.1

Source: Eurostat: [http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=trng\\_lfse\\_04&lang=en](http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=trng_lfse_04&lang=en). Note: Based on survey data. Adult education and training is taken to mean all sorts of training besides self-education.

**Table g: Full time participants (insured unemployed adults) (24-64) in different activation measures, 2007-2011**

		2007Q1	2007Q2	2007Q3	2007Q4	2008Q1	2008Q2	2008Q3	2008Q4	2009Q1	2009Q2	2009Q3	2009Q4	2010Q1	2010Q2	2010Q3	2010Q4	2011Q1	2011Q2	2011Q3	2011Q4
Education and training	Denmark	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4538	4401	3333	3729
	Aarhus	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	298	248	183	215
	Aalborg	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	172	219	187	234
Company internship, unpaid	Denmark	450	482	362	505	478	560	424	558	791	1387	1656	2739	3758	5000	4204	5144	6310	7171	5517	6937
	Aarhus	18	12	18	33	31	36	23	26	25	50	45	132	245	305	244	237	254	276	220	287
	Aalborg	25	15	17	21	16	22	12	17	21	36	45	117	124	141	100	144	165	199	145	176
Company internship, partly paid	Denmark	7350	6002	4923	5311	5381	5383	5141	5874	6154	7130	7770	10238	12638	15255	15524	17086	17238	18349	16275	16967
	Aarhus	419	322	249	307	337	316	243	255	227	245	266	384	633	819	846	1000	1065	1063	953	1082
	Aalborg	358	315	288	340	327	313	295	330	329	357	364	451	467	543	588	657	698	720	658	728

Source: Statistics Denmark. Note: Before 2011 it was not possible to separate regular education and training from other more disciplining activation measures. Full time participants is not to be understood as persons per se. It is rather the full-time equivalent of one person in a years full time activation or education. The actual number of persons in an out of activation or education is very likely to be higher, than the full-time equivalent.

Unpaid is meant to be understood as receiving the unemployment benefit from the municipality. When the position is partly paid, the employer pays a part of the wage and he municipality subsidises the rest. The benefit premium for the unemployed stay the same.

**Table h: Number of public and private organizations with insured unemployed in internship (both unpaid, and partly paid), 2009 - 2011**

		Organizations in total	Number of org. with unemployed in internships	Percentage of total org. with unemployed in internships
Aalborg	1. Q 2009	5,509	255	4.6
	2. Q 2009	5,509	310	5.6
	3. Q 2009	5,318	355	6.7
	4. Q 2009	5,255	483	9.2
	1. Q 2010	5,210	563	10.8
	2. Q 2010	5,133	635	12.4
	3. Q 2010	5,007	623	12.4
	4. Q 2010	4,890	654	13.4
	1. Q 2011	4,813	721	15
	2. Q 2011	4,724	766	16.2
	3. Q 2011	4,646	684	14.7
	4. Q 2011	4,553	690	15.2
Denmark	1. Q 2009	161,763	6,228	3.9
	2. Q 2009	161,763	8,097	5
	3. Q 2009	157,091	9,499	6
	4. Q 2009	154,673	12,028	7.8
	1. Q 2010	153,018	14,176	9.3
	2. Q 2010	150,394	17,913	11.9
	3. Q 2010	147,019	17,620	12
	4. Q 2010	144,445	18,178	12.6
	1. Q 2011	142,318	19,674	13.8
	2. Q 2011	140,159	21,306	15.2
	3. Q 2011	137,863	19,257	14
	4. Q 2011	135,538	18,873	13.9

Source: [www.jobindstats.dk](http://www.jobindstats.dk)

**Table i: Full time participants (insured unemployed adults) (24-64) in different activation measures, 4.Q, 2011**

	4.G 2011			4.Q 2011	
<b>Copenhagen:</b>	<b>Abs.</b>	<b>% of total</b>	<b>Randers</b>	<b>Abs.</b>	<b>% of total</b>
Education and Training	465	12.5	Education and Training	46	8.8
Activation measures	812	21.9	Activation measures	54	10
Internship	832	22.4	Internship	143	27.1
Internship, wage subsidy	1606	43.2	Internship, wage subsidy	286	54.1
	3715	100		529	100
<b>Odense</b>			<b>Aarhus</b>		
Education and Training	166	11.9	Education and Training	215	11.9
Activation measures	183	13	Activation measures	216	12
Internship	244	17.1	Internship	287	15.9
Internship, wage subsidy	819	58	Internship, wage subsidy	1082	60.2
	1412	100		1800	100
<b>Esbjerg</b>			<b>Aalborg</b>		
Education and Training	56	8.3	Education and Training	234	17.7
Activation measures	126	18.5	Activation measures	179	13.7
Internship	172	25.3	Internship	176	13.3
Internship, wage subsidy	325	47.9	Internship, wage subsidy	728	55.3
	679	100		1317	100

*Source: Statistics Denmark.* Note: Before 2011 it was not possible to separate regular education and training from other more disciplining activation measures. A full time participant is not to be understood as persons per se. It is rather the full-time equivalent of one person in a years full time activation or education. The actual number of persons in an out of activation or education is very likely to be higher, than the full-time equivalent.

The category „Activation measures” refers to programs where unemployed are send for either less or more than 4 weeks. In this case it is programs with duration less than 4 weeks. The unemployed has to attend the programs full time and what they do often amounts to surfing the internet for jobs, attending classes on how to act at job interviews and personal development courses, with little or no actual professional content. In essence it is programs designed to keep the unemployed active at the lowest cost possible, allowing the municipality to receive a reimbursement of the benefit costs paid of 75% from the state, instead of either 50% or 0% of the unemployed are passive.

**Table j: Share not unemployed after participation in education/training, insured unemployed, 2011**

			1.Q 2011		2.Q 2011
		Share not unemployed 3 months after activation (%)	Share not unemployed 6 months after activation (%)	Share not unemployed 12 months after activation (%)	Share not employed 3 months after activation (%)
<b>Aalborg</b>	<b>Women</b>	14.3	14.3	Missing	11.8
	<b>Men</b>	50	50	Missing	26.2
<b>Denmark</b>	<b>Women</b>	18.1	24.2	Missing	24.2
	<b>Men</b>	32	43.2	Missing	30.4

Source: [www.jobindsats.dk](http://www.jobindsats.dk). Note: Education / Training is here understood the same way as in table i in this appendix (i.e. very often as six weeks of self-imposed education). „Not unemployed” entails, was in the data base labeled „in employment”. However because the category covers such a wide range of categories, it is deemed suited to relabel it to „not unemployed”. It covers; ordinary employment, other measures of self-support than public<sup>74</sup>, part time employment (minimum of 18½ hours per week), ordinary education, adult apprenticeship.

**Table k: Share not unemployed after participation in education/training, uninsured unemployed, 2011**

			1.Q 2011		2.Q 2011
		Share not unemployed 3 months after activation (%)	Share not unemployed 6 months after activation (%)	Share not unemployed 12 months after activation (%)	Share not unemployed 3 months after activation (%)
<b>Aalborg</b>	<b>Women</b>	11.2	17	Missing	20.3
	<b>Men</b>	21.8	27.9	Missing	22.4
<b>Denmark</b>	<b>Women</b>	8.3	16.7	Missing	10
	<b>Men</b>	10.3	17.2	Missing	11.1

Source: [www.jobindsats.dk](http://www.jobindsats.dk). Note: „Not unemployed” entails, was in the data base labeled „in employment”. However because the category covers such a wide range of categories, it is deemed suited to relabel it to „not unemployed”. It covers; ordinary employment, other measures of self-support than public, part time employment (minimum of 18½ hours per week), ordinary education, adult apprenticeship.

<sup>74</sup> This category entails people who have not found a job and are not receiving any benefits from the government. Unfortunately we cannot isolate how many who have ended in this unfortunate category.

**Table l: Share not unemployed after participation in activation, insured unemployed, 2011**

			1.Q 2011		2.Q 2011
		Share not unemployed 3 months after activation (%)	Share not unemployed 6 months after activation (%)	Share not unemployed 12 months after activation (%)	Share not unemployed 3 months after activation (%)
<b>Aalborg</b>	<b>Women</b>	27	32.6	Missing	28.1
	<b>Men</b>	31.3	38.5	Missing	32.1
<b>Denmark</b>	<b>Women</b>	29.6	33.7	Missing	25.4
	<b>Men</b>	30.7	39.9	Missing	32.1

Source: [www.jobindsats.dk](http://www.jobindsats.dk). „Not unemployed” entails, was in the data base labeled „in employment”. However because the category covers such a wide range of categories, it is deemed suited to relabel it to „not unemployed”. It covers; ordinary employment, other measures of self-support than public, part time employment (minimum of 18½ hours per week), ordinary education, adult apprenticeship.

**Table m: Share not unemployed after participation in activation, uninsured unemployed, 2011**

			1.Q 2011		2.Q 2011
		Share not unemployed 3 months after activation (%)	Share not unemployed 6 months after activation (%)	Share not unemployed 12 months after activation (%)	Share not unemployed 3 months after activation (%)
<b>Aalborg</b>	<b>Women</b>	9.3	15	Missing	28.4
	<b>Men</b>	14.3	19.9	Missing	27
<b>Denmark</b>	<b>Women</b>	10.6	16.6	Missing	20.1
	<b>Men</b>	17.2	24.1	Missing	24.7

Source: [www.jobindsats.dk](http://www.jobindsats.dk). „Not unemployed” entails, was in the data base labeled „in employment”. However because the category covers such a wide range of categories, it is deemed suited to relabel it to „not unemployed”. It covers; ordinary employment, other measures of self-support than public, part time employment (minimum of 18½ hours per week), ordinary education, adult apprenticeship.



Danish educations according to the ISCED97 classification:

General Adult Education:

Refers to either basic education levels corresponding to ISCED level 1-2.

This education is organized by Adult Education Centres (VUC Centre) or Liberal Adult Education institutions. It can also refer to upper secondary education levels corresponding to ISCED level 3A.

This education is organized by Adult Education Centres (VUC Centre).

Vocational Educations:

Refers to educations corresponding with ISCED level 3C.

This education is mostly organized by technical- or trade colleges. All educations can be accessed without an upper secondary education and largely lasts between 2 and 5 years. There is a very wide range of specific educational programs divided into 12 different areas of the labour market. All educations under this heading are organized as apprenticeships changing between school and apprenticeships.

Practical/Technical/Occupationally specific tertiary Educations

Refers to ISCED level 5B. Access to these educations are the completion of upper secondary education or a Vocational Education. Examples of this is; nurse, teacher, police officer, journalist etc. The educations have durations ranging from 3 to 4½ years. The education is organized at university colleges, professional university colleges or vocational university colleges.

Masters level:

Refers to ISCED level 5A. Educational programs at this level is characterized by being theoretically based and by it giving access to professions with high skills requirements. Education is organized by universities and lasts a minimum of 5 years.

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